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BRUNETVILLE

a neighbourhood reborn



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DEPARTMENT OF MUNICIPAL AFFAIRS, COMMUNITY PLANNING BRANCH

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The happenings which are described in the ensuing report, and the final success of the venture depended almost entirely on the spirit of cooperation, patience and tenacity of the Brunetville people. Without these qualities which were displayed over six years--winter and summer--the program would never have proceeded, much less progressed. It is to be hoped that the lessons will be well heeded by those who, in the future, may attempt similar solutions to neighbourhood rehabilitation.

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CHAPTER I INTRODUCTION AND SUMMARY

One of the most remarkable experiments in rehabilitation ever undertaken is now virtually complete in Brunetville, a small residential area of about 1500 people located on the eastern fringe of Kapuskasing, Ontario. Brunetville provided a real opportunity for a program that could actively involve the residents, the municipality and the provincial government in working together toward better housing and a better total living environment.

In 1959, Brunetville presented a gray picture of improvised and unserviced homes, littered yards, and narrow dirt roads. A tangled history of land ownership and growth had resulted in the development of an unorganized territory with no municipal controls. Brunetville presented an alarming contrast to its neighbour, Kapuskasing, the "Model Town of the North". Something had to be done.

At the end of 1971 we see a new picture. Brunetville has had a drastic face-lift. Tons of litter have been cleared away, new services installed, streets and building lots have been reorganized and new homes have been built. Most important, however, is the fact that the residents themselves have willingly spent their own money to rehabilitate their own homes.

Because of this, the Brunetville project has been described as "unique" and an "imaginative experiment".

It also provides one of the best examples of inter-departmental cooperation at the provincial level, and of a provincial-municipal partnership venture. Originally a concern of the Department of Lands and Forests, it soon became apparent that other departments would have to play a significant role.

Central to the activities and interests of the province was the Department of Municipal Affairs because of its many associations with municipal matters--annexation, financing, planning and administration. Its role was two-fold: liaison and coordination and direct financial and administrative assistance.

Involvement by way of visits to and meetings in Kapuskasing began in earnest in mid-1962 when representatives explored the implications of various problems associated with the amalgamation of Brunetville and Val Albert with the town. Subsequently, the Hon. J.W. Spooner, then Minister of Municipal Affairs, visited Kapuskasing and explained the steps the province was willing to take in providing services to Brunetville. At the same time, a draft plan of re-subdivision, proposed by the Department of Municipal Affairs, was provided to the town and the residents for study. Departmental activity was evident on many fronts: passage of a Minister's order under Section 27 of The Planning Act covering the unorganized portion of the Kapuskasing and District Planning Area; further studies regarding financial capabilities of the town viz-a-viz provincial aid; possibilities of providing public housing under the federal-provincial housing partnership scheme; application to the Ontario Municipal Board regarding an annexation hearing; coordination between the Department of Lands and Forests and the Department of Economics regarding an initial fact-finding survey of both physical and social characteristics; discussion of the role of the chartered banks regarding home improvement loans; organization of an on-going, locally oriented administration for the improvement and servicing program; and arranging for an engineering consulting services and for survey work to lay out the new plan of subdivision.

The program also provided a good example of provincial-local cooperation, where decisions and acts were carried out locally, with financial aid and guidance, where required, extended by the province through the

Department of Municipal Affairs. The main vehicle for cooperation was the Liaison Committee consisting of the Town Administrator who served as Chairman; one member of Council; the District Forester of the Department of Lands and Forests; one representative from Ontario Housing Corporation (OHC); one representative from Central Mortgage and Housing Corporation (CMHC); one representative of Department of Municipal Affairs; and the Mayor. The project manager acted as secretary. The committee's functions were primarily:

- a) to provide liaison between interested agencies;
- b) to advise the municipality;
- c) to approve expenditures.

One of the objectives of the program was to learn as much as possible about the results of the improvement program, both negative and positive. The following represent a summary of conclusions. "Final" conclusions, of course, must await the test of time. How "permanent" the improvements may be will only be known as the 1970's come to a close.

In spite of apparent insurmountable obstacles, such as well below standard buildings, severely limited financial resources, and a complicated inter-governmental structure, Brunetville was drastically improved both physically and socially.

Many more families managed to find the financial and physical resources within themselves, rather than having to resort to outside help.

Action on the part of the residents did not gain momentum until after public works, such as installation of services, had started.

The residents' demand for higher community standards--sidewalks, landscaping, paved roads--is a direct result of the provision of basic standards and the general upgrading of the neighbourhood, and buildings.

A variety of aids must be available to meet a variety of needs, e.g., senior citizen housing, family housing, financing, counselling and public works.

Staff, dedicated, understanding, firm, but patient is essential to the success. The community has to have

leadership, guidance and decisions so that it can become self-reliant.

On the other hand, the goal must be self-reliance, and not "spoon feeding" ad infinitum. The community must be made an integral, although distinct, part of the larger community.

Provincial "intervention" can be of maximum usefulness, rather than a hindrance, if the initiative and responsibility lies on the doorstep of the local community, with aid from outside, i.e., the province, represented in the form of financial aid, guidance, and accountability for that aid.

The relationships between Kapuskasing and Brunetville, and between Kapuskasing and the various Provincial departments achieved and maintained a high level because of the above, and because of the regularized procedures as developed and carried out by the Liaison Committee.

While an early (1963) assessment of the problem was pessimistic and a later (1970) assessment of results was, and is, optimistic, one should not jump to conclusions regarding the feasibility of rehabilitation of houses. The very substandard nature of some of the buildings--small, "flimsy" construction, low equity--became an asset at the time of rehabilitation because of the ease of re-building. Any "addition" was an improvement. Moving and structural changes were relatively easy. None of these would necessarily apply in Toronto or Hamilton, for example, where older dwellings are likely to be more densely situated, of masonry construction, and even constructed in rows with common walls.

On the other hand, there are many other Brunetvilles in Ontario, and perhaps in Canada, where conditions similar both physically and spiritually abound.

The fact that the occupants of the land--the residents--did not legally hold title to the land was not an outstanding factor in persuading them to improve their property in order to obtain title. Legal title or not, each resident had paid money, in good faith, for the piece of ground his house had been built on. Legal lack of title was more a formality than an influencing factor.

CHAPTER 2 THE PAST

1. Setting and Early History of Kapuskasing

In the first decades of the twentieth century, the vast expanses of Ontario's northland became dotted with towns, the by-products of the primary industries for which the region is renowned. Kapuskasing, 550 miles north of Toronto, on the Kapuskasing River, grew in this manner.

In 1912, Kapuskasing had one house, a railroad building and miles of dense bush. The climate was forbidding--only about 86 days of the year were frost-free. Land in the Clay Belt tends to be swampy, but it presented a wealth of various timber products not yet exploited. Still, it was not the timber that brought the first development to the site. This came in World War I, with the establishment of a prisoner of war camp. The prisoners cleared the land and a few businesses arrived to serve the camp. At the end of the war an unsuccessful attempt was made to establish Kapuskasing as a soldiers' and sailors' settlement. In 1920, the townsite and station burned down, preparing the way for a new townsite based on the timber industry. The Spruce Falls Power and Paper Company Limited, a firm engaged in the manufacture of pulp and paper products, set up headquarters in the vicinity of Kapuskasing. This provided the impetus for the growth of the townsite, which was incorporated in 1921.

2. Kapuskasing: "Model Town of the North"

The Town of Kapuskasing was organized to house and service the employees of the Spruce Falls Company and designed to facilitate agreeable living conditions.

The work of planning and laying out the town was carried out by various departments of the Ontario government, including the former Bureau of Municipal Affairs. The Ontario government became involved for two main reasons. First, a model town would be pre-planned to avoid the haphazard growth. Thus, the original plan for Kapuskasing intentionally included a wide area within the town boundaries, although this land would not be needed for development for many years. It was hoped that the town's control over this large planning area would prevent the fringe shacktowns that had grown up around many northern communities which had no control outside their limited boundaries. Second, Kapuskasing would be a pilot study in the methods of planning from which both public and private developers could learn and put their knowledge to use in the establishment of other townsites.

The results of pre-planning were successful in Kapuskasing itself. The street layout operates well and provides interesting vistas across the river. The municipality has ensured that the town is clean and well-kept. Houses are of good standard and well-maintained and community facilities are readily available. Generally, the citizens of Kapuskasing enjoy a high standard of living.

Comprehensive planning, however, has had other side effects. To obtain a well-organized community, stringent controls were imposed by means of by-laws and other regulations to prevent construction of substandard housing on lots less than minimum size. Other controls ensured that proper health and sanitation conditions were maintained. Had these regulations continued to apply over the large planning area originally provided, the town would probably have continued to exert a favourable influence over the entire area. In 1928, however, and again in 1932, Kapuskasing contracted the boundaries to reduce the town's financial load. At that time, the town felt it could meet expected housing demand within the new boundaries. Consequently, while the standard of living was relatively high, so were land values and taxes. As the years went by, it became increasingly difficult for some of the lower income

groups to obtain a lot within the town's boundaries.

Because of the opportunities for employment with the Spruce Falls Company, people continued to settle in the area. Many who could not find or could not afford housing in Kapuskasing, settled in surrounding un-subdivided areas where they could, within the bounds of society, live pretty much as they pleased. Brunetville was one of the many little settlements that grew up in the vicinity of Kapuskasing.

3. Early History of Brunetville

Soon after World War I, Mr. M. Brunet settled on a large parcel of land near what is now called Eastview. He had intended to acquire ownership of the land through the Squatters Act but he failed to carry out his obligations under the Act. Within a few years, four other lots averaging 100 acres each were settled.

The Depression provided the impetus for further development. The original settlers found a market for their land more profitable than developing it for agriculture. The economic situation had forced people to look outside Kapuskasing. The Brunetville area had many advantages--taxes were very low; land was relatively cheap; and there were no regulations binding them to standard-sized lots or particular locations. Unlike the situation in Kapuskasing, there was no need to obtain a building permit for a house or to conform with building and servicing standards.

These original owners either sold or leased lands for housing on a 99-year basis. However, most of the land was never surveyed or registered. Consequently, it remained legally the property of the original settlers. Furthermore, some people built on land that was not described in their leases. Over the years, many small lots changed hands so often that the identity of the original owners became doubtful. In addition, the later imposition of the provincial land tax on owners left the original settlers, as legal owners, responsible for the taxes for the entire community. Default on these taxes meant that the lands could revert to the Crown.

As an unorganized community, Brunetville had no restrictions. Houses were situated at random. Lack of concern or lack of funds resulted in many homes being

left unfinished. Services were totally lacking as no taxes were collected to pay for them.

The Brunetville area grew in this haphazard fashion for almost 30 years. The next three chapters will discuss the growing concern over the problems that such haphazard development creates and the surveys and studies conducted to determine the extent of these problems.

CHAPTER 3 THE PROBLEM

1. The Beginnings of Concern

With hindsight, it is easy to point out the deficiencies in Brunetville's development, but these conditions had prevailed for many years without any comprehensive action being taken. When did the concern begin to show itself? When did the inhabitants realize that Brunetville had a problem? What prompted this populace, who had previously seemed content with their life style, to admit that a problem existed and to agitate for some form of action?

(a) Early Attitudes and Meetings in Brunetville

The major impetus behind the community's recognition of a need for change came from the lack of proper sanitary conditions. Reports from health inspectors, indicating that the situation was becoming desperate, caused grave concern not only in Brunetville but also in neighbouring Kapuskasing where residents began to fear a threat to public health.

During 1958, a series of meetings was held in Brunetville to determine what could be done about the sewage and water problems. Early discussions were centred almost entirely on these topics.

Various alternatives to the problem were put forward. One involved the installation of proper septic tanks

throughout the area. Regulations governing the installation of septic tanks, however, required that lots be at least 100 by 150 feet to ensure proper drainage of the area. Unfortunately, few of the properties in Brunetville were that large.

Gradually, in the course of the meetings, it became clear that Brunetville could not cope with its sewage and water problems alone. Financially and administratively it had not the resources to obtain adequate servicing. One alternative was to apply to the Ontario Municipal Board for designation as an improvement district. The residents felt, however, that the most promising alternative would be an application, again to the Ontario Municipal Board, for annexation to the municipality of Kapuskasing.

The residents soon began to see that annexation would solve more than just their sewage and water problems. They began to realize that fire and traffic hazards, poor snow removal facilities and sub-standard housing were critical problems that annexation could solve.

(b) The Appeal for Annexation to Kapuskasing 1958

Following these early discussions, the community was canvassed for their views and the residents voted unanimously to apply for annexation to Kapuskasing. Anticipating some opposition from residents in Kapuskasing, a few Brunetville citizens did some research to back up their claim that the municipality did, in fact, have some responsibility for this adjoining unorganized settlement.

The major argument of Brunetville residents rested on the fact that, although they had not been paying municipal taxes, they had the right to request these badly needed services since they contributed a sizeable amount to Kapuskasing's economic growth. They produced statistics to show that 70 percent of the working population in Brunetville was employed by the Spruce Falls mill, and the balance by various business firms in Kapuskasing. It seemed unfair that industrial tax revenue should accrue to the benefit of Kapuskasing only. These people had not settled in Brunetville by free choice, but mainly because there was a lack of subdivided land in Kapuskasing that they could afford. Brunetville residents argued that they were perfectly willing to pay taxes once annexation took place, and were just as capable of paying these taxes as residents of Kapuskasing

because there was little difference in the employment base. The cost of the local improvements would naturally fall on the property owners in Brunetville just as they did on residents of any new subdivision built around Kapuskasing. Therefore, they would not present any more burden to the Kapuskasing taxpayer.

Furthermore, it was pointed out that 78 percent of their grocery money and 99 percent of their entertainment money was spent in Kapuskasing and that, in return, they received nothing from the town.

With these arguments on their side, the residents approached various groups in the town and convinced a few organizations, notably Local 89 of the Pulp and Paper Makers Union and the Retail Merchants Association, to support their bid.

On the other hand, the majority of residents' groups in Kapuskasing opposed annexation. The cost of servicing these new areas, when compared to the assessment of those same areas, would have involved an additional \$30 annual increase in taxes on the already burdened Kapuskasing resident. This cost of servicing included welfare, policing, fire protection and other services. It did not include the costs of running water and sewers to that site; these would have to be borne entirely by Brunetville. The problem of providing water and sewers was discussed from all aspects and most agreed that the water source and present filtration plant were inadequate for such an extension. Accordingly, the Kapuskasing Ratepayers' Association voted against annexation and recommended that the Province of Ontario should be responsible for providing the necessary services and facilities before annexation took place.

The Ontario Municipal Board held the annexation hearing on July 29, 1958. Both sides presented their viewpoints. Unfortunately, the petition was refused--not on the basis of the arguments presented, but because of the question of property ownership.

The petition for annexation had been signed by 249 "property owners" in the Brunetville area. Legally, however, these people could not be termed property owners. The original four lots which comprised Brunetville had been Crown land held in trust by the Department of Lands and Forests and sold for agricultural purposes. Rather than farming the land, the original owners had subdivided their farms and either sold or leased lots for residential development. This land was

never surveyed or registered and, consequently, was still legally the property of these original owners. With the exception of one owner, the others had either died or moved from the area. The situation was further complicated by the required land tax. This obligation was, strictly speaking, the responsibility of the original owners except where a lot had been legally surveyed.

Therefore, most of the 249 residents who signed the petition were merely occupants of the land. The Ontario Municipal Board ruled that without the signatures of the owners, the petition was invalid and it had no alternative but to adjourn the hearing until a full title search was completed. Without the presence of the original owners at a hearing, the application could not be considered.

2. The Expression of Concern

(a) Further Pressure for Action 1958-59

Although the annexation application had been refused, the hearing had served a number of purposes. The petition and meetings on annexation had drawn the people in the area into a community with an awareness of their problems, and a determination to seek a solution through all possible channels. They also informed the neighbouring municipality of the extent of the problems and made the town aware of its responsibility to help in seeking alternative measures. Finally, they served to emphasize to the provincial government that some action was necessary lest further deterioration occur and that, in face of the financial arrangements necessary, Brunetville had become too large a problem to be handled solely at the municipal level.

Obviously, the first essential was the sorting out of the property ownership question. Little more could be done at the local level until this question was settled. The provincial government recognized its responsibility in this area. Three departments were concerned: the Department of Health, as nothing effective had yet been done on the question of obtaining services; the Department of Municipal Affairs, as all matters of a municipal nature as well as substandard housing, sub-divisions and community planning came under its jurisdiction; and the Department of Lands and Forests, as its legal interest

in the original Crown land still pertained.

(b) Solving the Ownership Question

The pros and cons of two possible avenues for assisting Brunetville with provincial funds were discussed by these three departments. One idea was to designate Brunetville as a redevelopment area under The Planning Act. There were several snags to such an approach. Brunetville was not incorporated as a municipality and, thus, did not qualify for publicly aided redevelopment. There was no official plan. Further, CMHC could not participate financially because the land was owned by the Province of Ontario, and finally, CMHC's policy at the time indicated a reluctance to contribute aid to a one-industry community. This alternative was thus discarded.

The second alternative involved direct aid to the area on the basis that it was really provincially owned land. Thus, in 1959, the Department of Lands and Forests took forfeiture action on all those lands without a registered claim and whose owners had failed to pay the provincial land tax. A few lots which had been registered by individual owners who subsequently paid taxes were not subject to forfeiture. In effect, this action vested almost all the land in the hands of the province. With the cooperation of the Town of Kapuskasing and the residents of Brunetville, the Province of Ontario was now in a position to develop an effective program of action. An effective program depends, however, on detailed knowledge of an area and its people. Some survey work had been done in the years 1958 and 1959 as mentioned, but more concrete facts were needed.

CHAPTER 4 THE PLACE

1. Survey Methods

From 1958 to 1964, a number of surveys and studies were conducted to assess the extent of the problems and to provide a basis for a program of action. This chapter and the following one will attempt to draw a picture of Brunetville prior to rehabilitation. Many of these surveys were conducted informally with the project manager visiting each family to discuss individual difficulties. Some of the survey work, such as that on building conditions, was more formal, being recorded fully on survey questionnaires. If such a project were attempted today, a more formal approach would be necessary, but this project was experimental--an exciting challenge in a new field.

It is impossible to document statistically some aspects of the social and physical characteristics of Brunetville. The staff in the field office, however, possessed direct information on each household in the project area. This more personal approach has certain advantages in a project involving rehabilitation. It brings the staff into direct contact with the residents early, providing them with information to be used when the time comes to persuade residents to undertake rehabilitation. It can also make the residents feel more personal involvement in the planning for their area. Often, in urban renewal areas the people feel governmental agencies are

too remote from the actual situation and this results in conflict.

There are possible disadvantages to such a personal approach, however. The staff must be careful not to become so involved that they lose their perspective on the general problems. Furthermore, any change of staff results in a loss of valuable experience and knowledge which a formal approach might have documented.

These aspects of the project will be discussed more fully in the final chapter on evaluation. However, it is important to note them briefly here before presenting the survey information.

2. The Land

As mentioned, Brunetville developed in unorganized territory which was originally Crown Land held in trust by the Department of Lands and Forests. Originally, there were five lots, only one of which had been properly subdivided.

By 1958, the area contained 323 lots, four of which were registered and the remainder leased for 99 years. The assessment for that year was estimated at \$300,000.

The haphazard manner of growth had resulted in poor layout of lots with no restrictions on lot size, setbacks, and so on. The pattern was chaotic.

3. The Buildings

Between 1957 and 1964, three surveys were conducted to determine the condition of buildings in Brunetville.

The first was precipitated by fears that sanitary conditions in the community had reached the danger point. The Porcupine Health Unit conducted a "Sanitary Conditions Survey" in 1957 to determine the extent of this danger. One hundred and ninety-nine of the houses were found to have unsatisfactory water supplies and sewage and garbage disposal. For example, only 95 of the 250 dwellings had contracted with a private firm for garbage removal.

Many of the houses had been built by occupants themselves and, despite being occupied, had never been finished. Poor lighting and ventilation in some added to the problems. In fact, such structures as a converted truck garage and a chicken coop were being used as homes.

Following various reports on the seriousness of the problems in Brunetville, the Province of Ontario began to take an active interest (see Chapter 6 for a full explanation). Thus in 1960, the Community Planning Branch of the Department of Municipal Affairs conducted a survey of sanitary conditions and of the use and condition of buildings. This report indicated that sanitary conditions had not improved since the 1957 survey and that a serious outbreak of infectious diseases could occur at any time. The area contained 229 residential properties, two house trailers and three commercial properties. Altogether there were 250 dwelling units. The survey classified the dwellings by condition as shown in Table 1.

Table 1 1960 Building Condition Survey

<u>Building Condition</u>	<u>% of Dwelling Units (#250)</u>
Good	41
Fair	39
Poor	20

These early surveys both indicated that as many as 47 homes might have to be demolished, not only because of dangerous structural deficiencies, but also because overcrowding and lack of sanitary sewage disposal had increased the danger of the spread of communicable diseases.

The most comprehensive survey of building conditions was conducted by the project manager in the years 1964 to 1965. This involved a complete inspection of each residential building included in the project area (212). The purpose of this particular survey was two-fold.

First, the Town of Kapuskasing had drawn up a set of proposed building and zoning standards for Brunetville. These standards included requirements on room sizes, foundations, interior and exterior materials and their conditions (Appendix A-1). The survey was intended to test the practicability of these standards. Were they realistic in terms of conditions in Brunetville and the costs involved in conforming to them?

Having achieved a realistic list of standards, the second purpose could be fulfilled: preparing a list of deficiencies for each individual home. This would give the governments an accurate picture of the scope of the work involved in the rehabilitation part of the project. The project office would have information showing which buildings could be rehabilitated economically and which would have to be demolished.

The results of this survey are shown in charts in Appendix A. The original set of standards (Appendix A-1) underwent considerable revision in the light of the detailed information gathered from the survey. For example, it was found that requiring a minimum floor space for particular room types was not necessary. Very few rooms were below the size standards. The problem was not so much inadequate room size, as an inadequate number of rooms to accommodate the number of people per unit. It then became a matter for the project manager to privately *persuade* certain families to enlarge their homes rather than to require specific room sizes. It was agreed that *demanding* certain standards in this regard might place an impossible burden on some and might antagonize many others. The standards were revised also to allow the use of some materials, which had been considered substandard or minimum, because a great number of houses were involved and the cost of replacing the material might be prohibitive for many families.

The charts in Appendix A-2 cover the structural characteristics of the buildings in Brunetville including types of exterior and interior finish, flooring, roofing, and the number of exits per building. All of the data in these charts are based on the survey of 212 residential buildings. The charts in Appendix A-3 show facilities available in the buildings including toilets, heating units, water supply, bathing facilities. This information was taken from the social survey form to be discussed later and did not cover all of the 212 residential buildings in all cases. The extent of the problem can be shown by extracting some examples from this survey: 104 structures had substandard foundations and

exterior finish; and 100 buildings had substandard heating systems.

The survey showed that 156 buildings required at least some work to bring them up to the standards set. A further 48 structures were economically and structurally incapable of rehabilitation. This figure of 156 is somewhat misleading because all residents were required to connect to the services that would be provided and, therefore, would have to demolish existing service arrangements and do some plumbing work. In addition, much of the required wiring work was minor in nature. Buildings needing only these two services were not included in the total of 156. In effect, the survey showed that 64 percent of the structures to be retained were substandard and would require some major rehabilitation work other than connection to services and minor wiring.

4. The Services

Since Brunetville was an unorganized settlement falling outside the boundaries of municipal control and taxation, the only services available were those provided either individually or by an improvement committee operating under Statute Labour provisions. Obviously this situation was unsatisfactory for a settlement of this size.

(a) Sewers and Sanitation

Of the 212 buildings surveyed in Brunetville, 127 were served by septic tanks, 84 had outhouses and one recorded no toilet provision. The porcupine Health Unit, in an early study, classified 89 percent of the houses unsatisfactory in sanitary arrangements. Raw sewage ran or lay stagnant in ditches and nearby creeks. In some cases it had seeped into wells contaminating part of the water supply.

(b) Water Supply

There was no municipal water supply, and Brunetville depended mainly on wells, many of which were located only a few feet from a septic tank or outhouse. An early analysis from the Porucpine Health Unit's survey indicated that approximately 20 percent of the wells were already polluted or in immediate danger of contamination. The reports of the sanitary inspectors warned that such diseases as typhoid fever and smallpox could breed in these conditions. In addition, many of the wells dried

up in winter due to inadequate depth and insufficient waterbody.

(c) Roads

All the roads in Brunetville were narrow dirt roads, almost impassable in inclement weather. The majority were dead ends. Road widths varied between 23 feet and 36 feet with only one road qualifying under the Kapuskasing municipal standard of 66 feet. Sidewalks were non-existent, as were street lighting and traffic controls. All these factors contributed to the large number of motor accidents.

Maintenance of roads and ditches, in the absence of a municipal government, was undertaken under the Statute Labour Act. Under an agreement with a Statute Labour committee of Brunetville citizens the provincial government would match either an amount of money paid by residents or an amount equal to the number of man-hours of labour worked by residents in lieu of cash payment. The residents' money or work was to be collected on the basis of one day per family per year. The success of such a method for maintenance of roads obviously depends on the willingness of residents to cooperate. In Brunetville the Statute Labour Board, having no legal means of compelling residents to contribute, had difficulty maintaining adequate facilities.

An example of the actual costs involved show that in 1962-63, \$742 was spent on grading the roads and replacing gravel. An additional \$94 was spent to prevent the flooding of ditches.

(d) Other Services

Until 1952, there had been no arrangements for fire protection in Brunetville. In that year a committee was formed and a private fire protection plan was organized. Under this plan, every individual wishing fire protection deposited a sum of money with the committee every year. Only those residents having insurance on their property were eligible. The committee then arranged to pay the Kapuskasing Fire Department \$100 for each call made by its fire trucks. For small fires, small extinguishers were placed in specially marked homes to be used in lieu of a \$100 call. The success of the plan was limited by the distances involved for the Kapuskasing Fire Department. The insurance companies did not recognize the plan as a substitute for a local town fire department so that insurance rates were not lowered when a resident

contributed to the plan. Furthermore, the committee experienced many difficulties in collecting the annual fees from the residents.

Snow removal in the long northern winter presented a serious problem. Proper snow removal requires large heavy equipment which the residents could not afford. For the most part, individuals were responsible for their own properties and local roads. Clearing of the major roads was undertaken under Statute Labour provisions again. In 1962-63, the sum of \$862 was spent by the Statute Labour Board. However, a heavy storm would often block the main roads; and secondary roads were frequently impassable. In the event of fire, sickness or accident, inaccessibility could result in loss of life.

For those who wished to contribute, a private contractor ran a garbage collection service. Only 38 percent of the residents availed themselves of the service. Many burned their garbage in 45-gallon drums in their backyards, a practice which contributed to the area's fire hazard situation. Many yards, both front and back, were filled with litter and debris. The danger of disease, already high because of inadequate water and sewage facilities, was greatly increased by the lack of proper garbage disposal.

Other services available in Brunetville included electricity provided by Ontario Hydro at rural rates, telephones provided through the Northern Telephone Company, and police protection provided by the Ontario Provincial Police.

CHAPTER 5 THE PEOPLE

1. Survey Methods

There are various social and economic reasons why people settle in unorganized areas like Brunetville when a well-ordered community like Kapuskasing is right next door. The social surveys of Brunetville sought information which would be useful in creating a better environment and helping the residents help themselves through rehabilitation. But they also sought to discover whether economic factors had forced people into an unorganized community or whether they simply preferred an area with fewer restrictions.

Most of the information on the people of Brunetville was collected by the project manager in the year 1964, either informally through visits to each family or through the social survey form (Appendix B-1). The survey form contained a variety of questions on the characteristics of the population, the facilities available in their homes, and their attitudes to their community. The completed forms, together with the personal knowledge gained by the project manager on his visits, gave a fairly complete picture of the populace.

Data were collected also through informal interviews with major employers (in particular the Spruce Falls mill which employs the majority of the wage-earners), the local clergy, school teachers, Health Unit

representatives and Children's Aid representatives.

2. Population Characteristics

In 1964, the population of the project area was approximately 1100 people living in an estimated 225 dwelling units. The breakdown of the recorded persons per dwelling unit is shown in Appendix B-2. The average number of persons per dwelling unit was 4.9 and the average family size was approximately 5.1. Both averages are fairly high when compared to averages for Ontario and averages for Cochrane District.¹

Approximately 70 percent of the population was of French-Canadian origin, with 19 percent either Polish or Ukrainian in origin, 9 percent Anglo-Saxon and another 2 percent of various other backgrounds. Both French and English are spoken in the area and many of the residents speak only French. Almost 85 percent of the residents in the area were affiliated with the Roman Catholic Church.

At the time, the breakdown by occupation was similar to that of Kapuskasing. In the survey, only the occupation of the head of the household was taken into account. The Spruce Falls mill employed 62 percent of this population (11 percent skilled, 51 percent unskilled). Another 7 percent worked in other manufacturing concerns (39 percent skilled, 13 percent unskilled). Approximately 13 percent of the population either worked in service industries or were self-employed, or were on welfare, or on pension. (See Appendix B-3).

1. Dominion Bureau of Statistics - Census 1961, 1966:

	<u>1961</u>	<u>1966</u>
average number of persons per household		
Province of Ontario	3.7	3.6
Cochrane District	4.2	4.1
average number of persons per family		
Province of Ontario	3.6	3.7
Cochrane District	4.2	4.2

That the majority of the population was employed by a single, stable firm may have been an important factor in Brunetville's ability to undertake a rehabilitation project of this scope and size. This should be kept in mind when considering various aspects of the program in its later stages, and perhaps when considering any future such projects.

One important result of this employment situation was the relatively high, stable income levels of Brunetville residents. During interviews with residents and their employers, the project manager found that, generally, incomes ranged between \$4,000 and \$12,000 per annum with the average being approximately \$5,500. All residents who applied for loans to rehabilitate their homes had to record annual household income in detail. This group, of course, had a higher annual income (\$6,919) because such people as pensioners and those on welfare were excluded.

An analysis of the results of the social survey questions on tenure showed Brunetville to be a fairly stable community. The response rate on these questions varied but was about 50 percent so the results should be fairly reliable. Approximately 71 percent of the dwelling units were owner-occupied, leaving 29 percent occupied by tenants. ¹

The average length of tenure for all those answering the question was 8.3 years. The average for owner-occupiers was 10.6 years and for tenants 2.7 years.

Most of the people interviewed had lived in the immediate area before moving to their present residences (elsewhere in Brunetville, 46 percent; Kapuskasing, 18 percent; Val Albert or Val Rita, 12 percent).

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1. Although reference is made to "owners" as opposed to tenants in this and other sections of the report, the term "owner" is not used in the legal sense. The word, as used here, describes people who had paid for their land, but had not acquired legal title as this rested with the provincial government.

3. Social Survey

A number of questions on the survey form were designed to show how the residents felt about their environment. The response rates on these questions were rather low but some indications of attitude were present.

As mentioned earlier, the area had been settled primarily during the Depression years. Established towns, like Kapuskasing, had restrictions that placed development beyond the means of many at that time. These restrictions included minimum lot sizes, building and servicing standards, and environmental controls. And, of course, taxes had to be paid. On the other hand, almost any kind of shelter could be erected in Brunetville and, with no services and few taxes, land was relatively cheap and easy to obtain. This lack of restrictions may have constituted a positive social influence as well, in providing an area where people could live as they liked without the interference of either neighbours or the municipality in their choice of living standards.

Residents were asked their reasons for choosing Brunetville on the survey form (Appendix B-3). It appeared that the negative economic factors mentioned above were the major determinants of their choice. Thirty-two percent of those answering the question recorded "low cost" as being their motive for moving to Brunetville. Another 13 percent said that theirs was the only house or lot available at a reasonable price, while 27 percent answered that this was the only lot or home they could find in the area at all. Kapuskasing, as a planned town, not only had stringent regulations on building but also had restricted boundaries. As time went on, the amount of building land within the municipality had decreased and, as a result, the cost of the remaining land skyrocketed.

The positive reasons stated for choosing Brunetville stemmed less from a desire to avoid controls than from the desire to stay near other members of the family (4 percent), or near their employment (8 percent). Others had found houses that suited their purposes--better quality or bigger than their previous accommodation (13 percent). Only two people stated that their primary motive was a liking for the neighbourhood. A further question on the survey form asking whether the residents were satisfied or dissatisfied with their neighbourhood indicated that few felt strongly dissatisfied. This may indicate that

although economic conditions had determined the choice initially, the social factors of less control and supervision did play a part.

The results of the question on satisfaction or dissatisfaction with the neighbourhood or their own house (question 2 on the survey form) were surprising in view of conditions in Brunetville at the time and the fact that the residents, themselves, had applied for some form of change or renewal. Of a total 119 answers to the question, "Are you satisfied with your house", 78 percent declared themselves satisfied while only 22 percent felt dissatisfied. An even higher percentage indicated satisfaction with their neighbourhood, 88 percent as opposed to 11 percent dissatisfied. These results may have been due to a misunderstanding of the intention of the question. The residents may have been generally satisfied with the neighbourhood in the broad sense of the term (with the other people in the area, etc.) but dissatisfied with many *conditions* in their neighbourhood. This seems to be borne out by the answers to a question which asked what they would do if a renewal program were begun. Only 6 percent indicated a desire to move in this case; the remaining 94 percent expressed a desire to stay.

Finally, the response to the question which asked about their attitudes toward a conservation/rehabilitation program indicated that 92 percent were favourable, 6 percent uncertain, and only 2 percent were unfavourable.

The survey form used for this questionnaire asked relatively short and uncomplicated questions. An earlier form, requiring comprehensive detailed answers, was discarded because its length produced a low response rate. On questions 4 and 5 and most of 6, the response rate was too low to enable a really useful analysis of the data.

4. Social Services

(a) Schools

There was only one school in Brunetville. An elementary school, Jeanne Mance de Brunetville, was built to accommodate the Roman Catholic, French-speaking students

in 1953. At the opening the school held 140 students. By 1962 two additions had been built and school attendance was up to 390 students.

English-speaking elementary school students attended school in Kapuskasing, as did all high school students.

(b) Churches and Recreation

The Roman Catholic church built in 1954, provided the major focus for the community as few other facilities were available for community or recreational activities. There was one skating rink in the school yard and a very small playground maintained by some of the residents themselves.

Few residents took advantage of the many social and recreational facilities in Kapuskasing. These opportunities were largely available only to the men who worked at the mill and had transport to reach them, but even they often did not know the facilities existed. Bad weather and snow-clogged streets severely limited the mobility of many of the women and children.

(c) Health and Welfare

Health services were provided through the Porcupine Health Unit. Welfare services were administered by Department of Health and through an area worker located in Cochrane.

The project manager found a high incidence of debt and marriage breakdown in the area at the beginning of the project. Much of the later work on rehabilitation had to be combined with counselling on family budget management and other family problems. It is interesting to record some of the personal observations of the project manager on what he considered to be the fairly typical family situations contributing to a lack of pride in homes and surroundings.

Such a case might involve a couple that had been raised in the area. They had dropped out of school early, some at the elementary school stage, whereupon the men would take unskilled work in the mill or elsewhere. Usually, the men purchased a car shortly after obtaining a job but financed it at high interest rates. Marriage might follow shortly after this and the couple would then purchase a small substandard home and furniture, again through a finance company at high interest rates. The

family, like many others, would tend to be large--four or five children in rapid succession is not unusual--and with children would come medical bills. In this situation, a "social life" became very difficult to maintain. Mounting bills and a lack of a social outlet often produced tensions within the home itself, affecting not only relationships between husband and wife, but also the children.

Generally speaking, the staff in the project office found a lack of community spirit and participation in the area at the beginning of the project. The manner in which the area had been settled and the general lack of controls tended to make the inhabitants reluctant to act in concert. Their major community action had been an appeal for annexation--for someone else to solve their problems because they could not afford the major servicing on their own. In addition, the incentive for individual action had been lacking--what would be the use of fixing up a property, if those around remained poor and proper services could not be obtained.

CHAPTER 6 THE PROGRAM

1. The Agencies Involved

From 1959 to 1964, when the project entered the implementation stage, all the interested parties worked on arriving at a feasible program for Brunetville. The circumstances had forced a residential renewal type of program different from any attempted, if not contemplated, before in Ontario. The rules and procedures for "normal" renewal had to be revised for what was a unique situation and what was to be a unique project.

Having taken forfeiture action on most of the land involved, the provincial government proceeded to pass an Order-in-Council which took effect September 30, 1960 to restrict further private development in the area. A meeting of the three provincial departments concerned took place in 1960 to coordinate the development of a program for Brunetville. Each department had assumed some responsibility for the gathering of necessary data and working out of proposals for action. All agreed that the province must assume the major responsibility for improvements but eventual annexation to the area of Kapuskasing was regarded as the most logical method of maintaining these improvements.

The Department of Lands and Forests and the Community Planning Branch of DMA agreed to examine the possibility of re-subdividing the land, and the alternatives for providing certain services. In particular, it was

proposed to readjust the plan of subdivision to provide for a minimum street width of 50 feet and to obtain details on buildings that might encroach on the new streets. They also agreed to investigate the water and sewer facilities in Kapuskasing to determine if they could accommodate Brunetville as well. Further, they proposed to consult the Hydro Electric Power Commission on plans for further servicing the area.

The Department of Municipal Affairs agreed to conduct preliminary surveys on building conditions and composition of population and to establish a market value for each property. The results of these early surveys were discussed in Chapters 4 and 5.

The Department of Health and Welfare sent the Porcupine Health Unit to re-visit the area and to assess their early findings on sanitary conditions and recommend possible solutions.

Various civic departments of the Town of Kapuskasing contributed relevant information on Kapuskasing and Brunetville.

2. Policy Formation

On July 23, 1962, a memorandum titled "Suggested Program of Provincial Action--Brunetville" was presented to the Ontario Cabinet Committee on Townsites for authorization to proceed further. The recommended policy was based on five major points: the securing of municipal status for Brunetville; elimination of pollution and water supply problems; reorganization of the street and building lot system; upgrading of substandard housing conditions; and a transfer of ownership back to the occupants from the Crown.

During the next year, details of methods for financing the proposed major projects received the attention of all levels of government. Kapuskasing agreed that, if the major services were provided and the province would assume substantial responsibility for a program to rehabilitate substandard housing, the Town would agree to annexation. The Ontario Municipal Board indicated that these arrangements would be acceptable.

In 1963, a proposed financial policy of provincial aid was outlined as follows:

1. Provision of provincial financing to cover costs of all needed service facilities in the area other than water.
2. Provision of a separate grant covering Brunetville's share in a water system.
3. Provision of a low-interest loan to cover that portion of the water system costs not covered by the grant.
4. Preparation of a registered plan of subdivision.
5. Relocation of those buildings in the rights-of-way of the proposed road widenings.
6. Demolition of those buildings incapable of re-habilitation and aid in relocation.
7. Establishment of a home improvement loan arrangement to help residents finance rehabilitation and pay for connections to the proposed water and sewer services.

There was to be a provision to transfer the lands back to the residents after servicing and rehabilitation had taken place. The residents would be required to pay a certain sum to "buy" the land and have it legally registered. This sum was to represent a partial recovery to the provincial government for its grants for the services.

After an application and a hearing before the Ontario Municipal Board, Brunetville was officially annexed to Kapuskasing on January 1, 1964. The annexation included not only Brunetville but also most of the Township of O'Brien and the improvement district of Val Albert. They did not intend to repeat the mistakes of the past by solving the immediate problems of one unorganized settlement only to see another form nearby. The decision gave the new Kapuskasing the necessary planning area to control fringe development in the future.

The details of an implementation program began to take shape at this point. Basically, the program was designed to have three phases. The period of pre-servicing would set up the administrative organization for implementing the project, provide the necessary detailed survey work,

and implement some initial measures to involve residents and generate enthusiasm for the project. The servicing of the area was to be the second phase. The third phase of completing rehabilitation, providing for relocation where necessary, and returning the land to the residents would evolve from experience gained in the first two phases.

3. The Pre-Servicing Program: 1964

(a) Principles

The program for the pre-servicing period of 1964 was based on four major principles of administration:

- i. The program would be implemented as much as possible at the local level.
- ii. Other agencies, such as the provincial departments would assist local efforts by guidance or, where such effort was warranted and deemed to be necessary in the best interests of the municipality and the residents, by direct action.
- iii. Day-to-day matters and details would be supervised by a project manager preferably located in or near Brunetville and employed by the Town of Kapuskasing.
- iv. An inter-agency liaison committee would be established to coordinate the activities of the various agencies.

(b) Administration

The program outlined the make-up of the liaison committee and the expected duties of this committee and of the project manager and staff.

The *Liaison Committee* was to afford representation to all agencies having an interest in Brunetville. The make-up of the committee might change as the various elements of the project were instituted and other agencies became involved.

The *Project Staff* was to be the responsibility of the project manager. The selection and appointment of the

project manager was primarily the job of the Town of Kapuskasing with the advice of the Liaison Committee. However, three-quarters of his salary together with such other administrative expenses as might be approved by the Liaison Committee were to be paid by the province through the Department of Municipal Affairs. The selection of this individual was probably one of the most important aspects of the whole project, for on his shoulders would rest the activity within the community itself. As well, he had various supervisory duties in connection with the work of all the agencies involved. The program envisaged required a project manager who could deal sympathetically and fairly with the residents in both French and English and this, in turn, required an intimate understanding of the community and its people. In addition, the individual selected should have training in building, construction materials and methods.

It was hoped that the project office would be staffed and operating by April 1964.

(c) Projects: 1964

There were to be 11 major areas of survey and project in this first year of implementation.

The results of two of these have already been discussed in detail in Chapters 4 and 5--that is, the detailed evaluation of building conditions, and the survey of social and financial characteristics of the residents. These surveys were to be guided by the Department of Municipal Affairs but the actual inspections and visits were carried out by the project staff.

Two more items involved survey work of a sort. The Department of Municipal Affairs agreed to investigate sources of improvement financing to aid residents in paying for serviced lots and building, yard and other improvements. Central Mortgage and Housing Corporation also was involved here because of the Home Improvement Loan provisions of the National Housing Act. Various banks and finance companies in the area were to be approached for their cooperation. A further survey on fire hazards and possible fire prevention methods was to be made by the Kapuskasing Fire Department.

The fifth item was seen as the essential first step toward rehabilitation. A yard clean-up and site

improvements campaign was planned to take place between April and June 1964. The yard clean-up campaign could have been enforced under the town's requirements regarding yard maintenance but the project officer was to try for voluntary compliance first. It was thought that the removal of old cars, junk and discarded out-houses would provide an important impetus to rehabilitation by showing how much could be accomplished with a little cooperation. The follow-up to this project would be meetings designed to inform residents on various methods of rehabilitation.

The sixth area of endeavor would be the concentrated effort to process the draft plan of subdivision. The Department of Municipal Affairs agreed to consult all agencies and residents to obtain the necessary concurrence to such matters as road widths, services location and the moving of buildings.

Finally, it was intended that meetings throughout the year would set the *policies* for the moving of buildings, the cost involved, the conditions to be met for the residents to gain title to the land, and the amount of public housing necessary to relocate displaced residents as well as other relocation possibilities.

4. The Servicing Program: 1964-65

(a) Principles

These principles had been worked out previously as a condition of Brunetville's annexation to the Town of Kapuskasing. They are re-stated here as the development of the servicing program evolved from them. Basically, the principle was that the major necessary improvements in Brunetville would not cost the taxpayers of the Town of Kapuskasing any money. The province would absorb the cost but would recover part of this from the resale of land to the Brunetville residents.

(b) Administration

The plans for servicing and the accompanying cost estimates would be done by private consultants under contract to the Town of Kapuskasing but with the advice of the Liaison Committee. Following receipt of approval

of the servicing plans from the towns and the province, the letting of tenders and the supervision of the work would be primarily the responsibility of the Town of Kapuskasing.

(c) Surveys and Projects

Earlier studies had shown that the existing facilities which served Kapuskasing were incapable of extension to Brunetville. Furthermore, one of these major services, the water supply, would not suffice for the town itself, in the near future.

Early in 1964, authorization was given to a private company to find a water supply that would be large enough to serve Kapuskasing, Brunetville and Val Albert.

In conjunction with this study, a team of consultants was hired to design a complete internal servicing system for Brunetville to include sanitary sewers, waterlines, storm sewers, a sewage disposal system, and gravel roads suitable for future paving. The consultants' terms of reference included establishing estimated costs for each part of the plan and establishing priorities.

The consultants were informed that priority was to be given to servicing the area and that the starting date for the most important aspects of their plans was to be the summer of 1964. The length of the winter months in this northern community made it necessary to proceed post-haste before inclement weather set in.

The urgency of establishing cost estimates was also pressed on the consultants, as those servicing costs were essential in determining the cost of a serviced lot. To properly plan the rehabilitation program, the governments had to be able to inform the residents what their financial obligations would be in gaining title to their lots.

All the agencies agreed at this point, that the target dates for completion of the servicing should be the fall of 1965 or, if weather interfered, the spring of 1966.

5. The Housing Program

(a) Principles

The goal of the rehabilitation program was to preserve as many existing buildings as possible with a minimum dislocation of people and buildings. This was the first true rehabilitation program in Canada and many of the problems that arose had not been anticipated. Part of the program, therefore, was developed on a somewhat ad hoc basis through Liaison Committee decisions.

Although the costs of rehabilitation were to be borne solely by the owners, the province agreed to facilitate the financing of repairs and accepted the principle that it should bear some of the costs of dislocation.

(b) Administration

The primary responsibility for organizing the rehabilitation part of the program fell to the project manager with the advice of the Liaison Committee. His role was not to be merely that of an enforcer of standards and an inspector of properties, however. His major task was to encourage voluntary cooperation and enthusiasm.

A large part in the administration of the housing part of the program was to be played by the OHC. The Corporation became involved early in 1964 on the question of loans for home improvement. On June 11, 1964, it obtained approval to provide and guarantee loans. The administration of these loans was handled partly by the project manager but the complexity of some arrangements required that OHC staff deal directly with the town and the people in the area. It seemed reasonable, therefore, to transfer control of the land to OHC. Consequently, on March 4, 1965, title to the lands in Brunetville was transferred to OHC from the Department of Lands and Forests.

(c) Projects

i. Re-purchasing the land

The new plan of subdivision was to provide for standard-

sized lots throughout the area. These would conform as closely as possible to the regulations set by the Kapuskasing Town Council and yet preserve some of the boundaries which were actually in use.

Having achieved this, the program called for the residents to conform to the following conditions before they could regain title. In some cases, general conditions were set, leaving details to be worked out in the course of the project.

The houses had to be brought up to the standards set by the Town of Kapuskasing. These standards evolved from the survey of building conditions conducted by the project manager early in 1964 (Chapter 4). The project manager then applied the standards to each structure in the area and visited the residents to inform them of the work to be done.

Each structure was also to be connected to the new sewer and water services and their existing servicing facilities were to be demolished.

Each person wishing title was to pay a certain sum to purchase his lot. This sum was to be worked out by OHC and the Liaison Committee. It was to be based on a minimum lot sale price (as the residents had already paid something for the supposed purchase of their land under 99-year leases), plus an amount for servicing on lot frontage rates. OHC agreed to consider long-term loans for this purpose to aid the residents.

ii. Rehabilitation

As we have seen, there were to be two forces to encourage rehabilitation in Brunetville. The first was the obligation placed on the resident to fix up his home before he could gain title; the second was a program of assistance through education on methods of rehabilitation and through a loan program administered by OHC.

The following table shows the scope of the rehabilitation part of the project. Of the original 212 buildings in the survey, 48 were judged to be economically and structurally incapable of rehabilitation. The survey found that 156 buildings required at least some rehabilitation work. Table 2 shows the various categories of structure and site on which standards were applied and the number of buildings and/or yards that required some work to meet the standards.

Table 2 Breakdown of Required Rehabilitation Work
(Total No. of Buildings: 156)

<u>Rehabilitation Requirement</u>	<u>Number of Buildings needing repair</u>
Removal of septic tanks and wells	156
Relocation of House	77
Foundation	104
Exterior	104
Interior	16
Flooring	2
Roofing	60
Plumbing	155
Heating	100
Wiring	156
Landscaping	154
Second Exit	28
Repair Auxiliary Building	11
Yard Regulation	4
Repair Back Porch	2
Fencing	2

iii. Relocation

There were three major relocation problems for which programs had to be devised. The first was that of building relocation. A number of houses had to be moved to conform with the new plan of subdivision. The province accepted the responsibility for this problem by providing for the cost of moving the houses, and for construction of new foundations for them. Structural requirements for the foundations were to be worked out in the course of the project.

The second problem involved the demolition of structures which could not be repaired. Again, the province assumed the responsibility for the cost and agreed to pay either the contractor or the resident if he wished to demolish the building himself. An equity of \$1.00 per square foot per floor was also paid to the owner of a demolished building. If the resident wished to rebuild, he could avail himself of the loan facilities offered. Some of those who wished to relocate required assistance in finding alternative accommodation. Finally, there were some who could not afford any alternative accommodation in the area. The project staff were to investigate the possibilities of constructing some senior citizen and low-income family units, either through private agencies with some government assistance or through the OHC.

The third problem was inability of some residents to buy the serviced lot or to pay for improvements to their houses. Again, senior citizens and welfare recipients were of primary concern. The measures mentioned in the last paragraph were made applicable here. In addition, OHC would investigate the possibility of undertaking the necessary repairs and operating the dwelling as a rented public housing unit for some of the hardship cases in the area.

CHAPTER 7 PROGRESS 1964-70

1. Phase 1: Pre-Servicing (1964)

(a) Setting up the Administrative Machinery

In February 1964, the newly formed Liaison Committee began to hold official meetings; these continued on a monthly basis throughout the project's life. Basically, the Liaison Committee formalized the arrangements which had existed previously by bringing together the various governmental agencies involved. The Committee was made up of representatives of three provincial departments--Municipal Affairs, Lands and Forests, Economics and Development, the Clerk-Administrator of Kapuskasing who acted as Chairman, the project manager who acted as secretary, and the chairman of the Kapuskasing Planning Committee. In addition, CMHC sent an observer to the initial meetings because of its general interest in housing and the valuable experience which governments of all levels might obtain from the unique Brunetville situation.

The Committee's major functions were to guide rehabilitation and servicing and make recommendations to the appropriate government agencies so that they could take the necessary action.

The first major task of the Liaison Committee was to help the Town of Kapuskasing select the project manager.

The chapter entitled "The Program" outlined generally the requirements for such an appointee. Mr. G. Duffy was selected. His terms of reference were wide and onerous.

He was to be responsible for the following:

1. Maintaining a field office to handle all enquiries and to supply literature to residents on home and yard improvements.
2. Coordinating the survey work to obtain detailed information on the area and its residents.
3. Holding general meetings with residents on the plan and its progress as well as organizing classes on construction methods and do-it-yourself programs of rehabilitation.
4. Meeting with various suppliers of construction materials to determine whether bulk buying for rehabilitation purposes could lower prices for residents.
5. Inspecting each property to determine whether it met the minimum standards and preparing notices of conditions to be met prior to granting title.
6. Meeting with each resident of a substandard dwelling to inform him of needed work, aiding him in obtaining financing, and advising on the working methods.
7. Arranging to move houses and to purchase and demolish substandard dwellings which could not be rehabilitated and to assist relocation.
8. Acting as secretary to the Liaison Committee and charting the progress for the committee.
9. Acting as loan officer for OHC. (All home improvement financing was done at the site office).

In April 1964, a project office opened in Brunetville. The decision to locate the office on the project site instead of in Kapuskasing Town Hall was made for a variety of reasons. Primarily, it indicated to the residents that this was their project, meant to serve their interests. It provided a convenient place for residents to discuss their problems privately with the project manager and to obtain information on the project. On-the-spot location also enabled the project manager to

become quickly acquainted with his area and its people and to keep tabs on the progress of individual rehabilitation and servicing.

Although early access for residents to a site office is desirable, it can limit the efficiency of project staff. As a result of making the project staff readily available, the project office became inundated with visitors. No definite schedule had been posted and residents dropped in at all hours of the day, sometimes staying late into the night. The project manager often found himself faced with a 15-to 18-hour work day. It became clear that these informal arrangements, although useful in establishing a rapport with the residents, were producing a chaotic effect and hindering the work of other parts of the project. The posting of a definite schedule of office hours allowing visits two evenings a week helped to alleviate this situation.

(b) Completing the Surveys

Most of the project manager's work in the spring and early summer of the first year was devoted to compiling the detailed survey information on Brunetville as described in Chapters 4 and 5.

On the basis of the building survey, a form was designed for the project manager to use in drawing up a list of deficiencies, if any, for each individual home and property. Subsequently, each resident was notified of the work he would have to do to obtain title to the land. The social information helped the staff to give advice on financing, to aid in any necessary relocation, and generally to help the residents improve their environment.

Much of the social information was never recorded on the questionnaire forms because keeping the good will of residents reluctant to fill out forms was considered more important than written records. In any case, the project manager possessed informal knowledge on each household.

In addition to the surveys, the project manager kept an extensive photographic record of all the rehabilitation work carried out in Brunetville. Pictures of all structures were taken before work began. Further pictures were taken as the work progressed. These pictures not only reveal the extent of the work undertaken but might also serve to acquaint other interested

communities with the nature of housing and the problems involved.

(c) Meetings and Classes

Throughout the course of the project numerous public meetings were held. These were of two types. There were general progress meetings to discuss the various parts of the program, inform the residents of all activity in the area, and answer any questions they might have. The other type consisted of special classes in home improvement for those who wished to learn construction techniques. Both types of meetings were well attended, averaging between 50 and 70 residents per meeting.

A number of outside speakers came to discuss their agencies' role or to give lessons in construction methods. A speaker from the Ontario Hydro Commission, for example, spoke on the commission's undertaking to provide electrical service, while various suppliers explained how to install their products.

To supplement these meetings, the project manager collected and made available literature on rehabilitation methods, arranged for films to encourage residents by showing what had been done elsewhere, and ensured that the press and, therefore, the public were kept informed. Other government agencies contributed to this information program, as well. Ontario Housing Corporation prepared a useful brochure to answer the most frequently asked questions on the financial assistance available and on the procedures for gaining title.¹ Representatives of the Department of Municipal Affairs visited the area and talked with the people.

The meetings showed that nearly everyone wanted to participate actively in the improvement project. The question periods usually produced pertinent comments which the staff found useful. Because of the land ownership problems and the urgency of servicing the area, this was not citizen participation in the sense that we know it today. With few exceptions, however, the citizens adopted the program as their own and co-operated with those who were responsible for its implementation.

(d) The Yard Clean-Up Campaign

The first on-site sign of improvement in Brunetville

1. Appendix E

resulted from an early campaign for yard clean-up. Each spring after the snow melted, the Town of Kapuskasing had conducted a yard clean-up. The Liaison Committee recommended that this be extended to Brunetville in April 1964. It was hoped that the clean-up would provide an immediate visible sign of improvement, which, in turn, would provide some incentive for individual house rehabilitation.

The planned clean-up was advertised extensively and well in advance so that the residents could prepare for it. Special attention was given to yard debris and junk, cars and obviously unneeded outhouses.

The response to the campaign was much greater than expected. The residents of Brunetville took advantage of the clean-up to dispose of unused articles in their homes as well as from their yards. Five-ton trucks removed 158 loads from the area. From one home alone, collectors moved 11 loads of junk. The advertised time for the clean-up was extended to enable everybody to take full advantage of this opportunity.

With few exceptions, the residents cooperated fully in the clean-up. To the project staff, this was the most encouraging sign so far.

It was becoming obvious that apathy had originally caused some of Brunetville's problems but that it could be dissipated if government agencies contributed direction and were willing to act decisively.

(e) The Plan of Subdivision

Preparing a plan of subdivision was an essential step in the concerted program for Brunetville. Before rehabilitation could begin, the lots in the area had to be replanned according to legal standards. Once his lot was legally staked out and registered, the Brunetville resident could apply for an improvement loan on it. Of course, the consultants' work on the servicing plans also had to be based on this subdivision plan.

When the area was annexed to the Town of Kapuskasing in January 1964, a draft sketch had been drawn up to outline the general aims for servicing and rehabilitation. The private firm of surveyors hired by the Department of Lands and Forests used this draft as reference when mapping the area into standard-sized lots. Two major criteria determined the plan. First, the size of each

lot had to conform as closely as possible to the regulations set by the Kapuskasing Town Council. Second, streets had to be widened and, in some cases, rerouted to facilitate traffic movement, snow clearance, etc., and to allow for the installation of urgently needed services.

A map of Brunetville, before any action was taken, and the approved plan of subdivision are shown in Appendix C. The draft plan was drawn up from the surveyors' data by the Department of Municipal Affairs. It was an extremely difficult task. The "before" map of Brunetville shows a haphazard placing of housing, narrow streets and little organization. The new plan not only had to provide standard-sized lot arrangements, improved traffic circulation and a more orderly appearance, but had to implement these improvements with a minimum of disruption to the residents.

Aside from the regularizing of lot sizes, the major physical changes were the elimination of one street and one intersection, the looping of a number of streets in the area to form crescents, and the immediate moving of nine houses.

The draft plan of subdivision was circulated among the various provincial departments and sent to the Kapuskasing Planning Committee for their approval. When all amendments and corrections had been made, it was submitted to the Subdivisions Section of the Department of Municipal Affairs. On February 2, 1965, the Minister signed the application, which became Registered Plan #M299 of Subdivision for Brunetville.

(f) Available Rehabilitation Financing

One of the most immediate concerns of the Liaison Committee was to ensure that residents would be able to obtain financing, if necessary, to repair their homes. This financing had to be made available early so that the residents would not become discouraged and lose their enthusiasm for the program.

Here the major stumbling block was, again, the problem of land tenure. As the residents had no clear title to their land, they could not use it as collateral to borrow money from an accredited agency. Furthermore, there was no provision in the National Housing Act for guaranteeing loans to private persons who possessed no visible collateral. Finally, it appeared that the

National Housing Act could not be applied to land which legally belonged to the Province of Ontario, even if collateral could be given.

It became clear that, if rehabilitation were going to succeed on such a large scale in this community, the province would have to assume responsibility for financial arrangements, as well as for administration and servicing. Under the Housing Development Act, section 2(1)(c), the OHC can make or guarantee home improvement loans. In November 1964, OHC assumed the role of financing agency for the province in the Brunetville project. Over the next month, the plans for administering loan procedures were worked out. Three banks, Nova Scotia, Montreal and Commerce, agreed to consider applications for home improvement loans, at a specified interest rate of 6 percent over a period of 10 to 15 years. Such loans would be for the dual purpose of rehabilitation and repurchase of lots from the province. The Agreement of Purchase and Sale was a registerable document, providing evidence to the residents of their direct interest in the property.

In a brochure issued by OHC in 1964, residents were advised to consult the project manager about necessary improvements to their homes and to work out an Agreement of Purchase and Sale. Once this was done, they could apply for a loan from local banks or other approved lending institutions. If such a loan could not be arranged, an application could be submitted to OHC for direct loan consideration. It was stipulated that interest on these guaranteed or direct loans should not exceed $7\frac{1}{4}$ percent. Residents were notified that consideration would be given to special cases, such as welfare recipients and other senior citizens, on an individual basis.

2. Phase II: Services

The servicing of Brunetville was undertaken over an extended period. Original estimates on costs and completion dates proved overly optimistic due to many unforeseen difficulties. The primary construction problem was inclement weather which delayed almost all phases of the servicing and, consequently, added to the costs. By the fall of 1968, however, all the major services had been installed and were operating. This

section will discuss the problems and costs of providing these services. A summary of costs and completion dates is included in Appendix D.

(a) Sewage Disposal System

The serious health hazard, resulting from grossly inadequate methods of sewage disposal in Brunetville, made the construction of the sewage disposal system top priority. This, therefore, was the first contract negotiated.

The design of the system was complicated by the topography of the area. Because the normal flow of sewage was from Brunetville toward Kapuskasing, the design of the system had to ensure the pumping of sewage away from inhabited areas in Kapuskasing.

The selected design called for a hydraulic lift station to pump sewage uphill through force mains into a series of manmade lagoons where the sewage could be decomposed.

Although work began in 1964, the system was not fully completed until October 1968. Internal difficulties in the company delayed construction somewhat; however, the major problem was poor weather conditions. Work on the lagoon system required absolutely dry weather. The final cost of the system was \$226,671.

(b) Water Supply System

Early surveys had shown that not only was the Kapuskasing water supply insufficient to accommodate Brunetville, but soon it would not satisfy even Kapuskasing's own requirements. Early in 1964, consultants were employed to locate a water supply large enough to furnish Kapuskasing, Brunetville and the neighbouring Val Albert area. They located a source in an aquifer on the southeastern limits of Kapuskasing. During the following summer, casings were installed in the ground for wells and sealed until the transmission line and internal connections could be completed.

In July 1965, a contract was let for a 5½-mile water transmission line to carry the water from the wells through Val Albert and Brunetville to Kapuskasing. It was estimated that the work would take 19 construction weeks--that is, weeks when the weather permits construction. However, the work was held up for some time because the contractor ran into unexpected solid rock which

required blasting. Part of the plan had to be re-designed to allow rerouting from one side of the highway to the other. By May 1967, the line had been completed.

The construction of the water treatment plant encountered a number of problems. The first tenders were called in August 1965, but the estimates proved too costly. A revised program for a less expensive plant was drawn up, omitting the iron removal treatment and tenders called again in the autumn of 1965. Work was scheduled to begin early in 1966, but in June, a labour strike stopped all construction and forced the contractor to default. After some months of unsuccessful negotiations between the contractor and the labour union, the municipality took over the contract itself.

These difficulties delayed the completion of the water supply system until October 1968. Its total cost amounted to \$1,393,766.

(c) Internal Services

In the spring of 1965, tenders were called for the construction of the internal servicing systems (water distribution, storm sewers, sanitary sewers, roads). The first bids were 50 percent higher than the consultants' estimates. Between the making of the estimates and the receiving of bids, the construction industry had entered a boom period. Metro Toronto was attracting sizeable construction projects and Expo '67 was already producing a steady demand for construction activities. In this situation, few companies were interested in work in northern communities where weather could cause long delays. Those who were interested submitted extremely high bids.

Consequently, it was decided to alter the designs for economy purposes and to recall tenders in the fall of 1965 for a construction start in the spring of 1966. The major design changes allowed for the decrease in depth of water and sewer lines and for a redesign of the roads initially providing surface ditches instead of storm sewers. It was also necessary to relocate hydro and telephone lines which had run on opposite sides of the narrow streets. New joint use lines were constructed to carry both utilities and placed at the street line.

The water and sewer connections and the work on local roads were completed by October 1968. The total cost

for the internal servicing amounted to \$1,263,575.

Sidewalks were installed in 1970 along the north side of Brunetville Road. In the same year the first "black top" was laid on Brunetville Road and Brunetville Road North. Town Council intends to have all streets paved by 1974.

(d) Other Services

Once the Town of Kapuskasing was assured that the province would assume a major responsibility for Brunetville's servicing and rehabilitation program and once forfeiture action was initiated by the Department of Lands and Forests on the land in Brunetville, the major objections to annexation had been removed. In January 1964, the Brunetville area and other surrounding territories were annexed to the Town of Kapuskasing. Services such as garbage collection, fire protection, road maintenance and snow removal, handled through the Statute Labour provisions or by fees paid to the Town of Kapuskasing, now came under normal municipal management and were paid for by taxation on the community as a whole.

The new subdivision plan was designed to facilitate those services which had been almost impossible to provide. Roads were widened permitting easier access of fire and garbage trucks; proper ditching meant easier maintenance of the roads and aided snow removal. A provincial loan was made to the Town of Kapuskasing at 5 3/4 percent to assist the town in financing certain capital works made necessary by the amalgamation. These included a fire hall and a road maintenance workshop.

3. Phase III: Rehabilitation, Relocation, Repurchase

(a) Rehabilitation

During 1964 and most of 1965, the project staff held numerous meetings and classes on rehabilitation. They spent additional hours walking through the project discussing problems on street corners, and encouraging neighbourhood discussions and individual participation. Each resident had been informed of the requirements for gaining title and bringing his property up to standard. The number of starts on rehabilitation by late summer of

1965 were disappointing, however. A few had made a beginning but these tended to be persons whose homes were already in quite good condition.

The major reason for this slow beginning seemed to be the delay in the completion of public services. Two construction seasons had passed without any visible start on the servicing contracts. The project manager found himself faced with a rebellious attitude on the part of some residents. They were aware of the estimated completion date for public services and they had begun to pay taxes following annexation to Kapuskasing. So far, they felt, they were receiving nothing for their taxes. In addition, they were being pressed to begin rehabilitation.

The project manager was able to counter most of the complaints about taxes by pointing out that, in fact, most residents had been paying *more* for services before annexation than after. For example, a resident who was now paying \$120 a year in taxes had previously been paying \$133 for various Statute Labour services, schools, garbage collection and fire protection.

The problem of the delay in servicing was more serious, however. The project staff felt that some residents found this an easy excuse for their own inactivity. Services had been the major factor in favourably influencing residents on the entire project and the delay in installation was naturally of great concern.

At last, by the end of 1965, signs of work on servicing had begun to have the desired effect as an incentive toward rehabilitation. By 1966, rehabilitation was well underway in all areas of the project. In most cases, residents decided to do the necessary work themselves with some help from the project office. Approximately 70 percent of the work was done by the residents. In most cases, specialized labour was employed only when heavy machinery was required or when electrical or heating installations were needed.

In addition to instruction classes, the project staff provided drafting paper and materials. They aided with budgeting so that the design chosen would be within the financial capability of the resident. Individual work schedules were prepared with the help of project staff so that activity could be maintained without overburdening a resident who, after all, had his regular job to keep up. Project staff also attempted to arrange for buying construction materials in bulk for

a number of residents at a time to keep costs down. Some wholesale buying did take place but this aspect of the project was largely unsuccessful. Most of the residents preferred to make their arrangements individually, and it was difficult to get enough of them to the same stage of construction at the same time to take advantage of bulk buying.

Project staff also provided a service to residents who chose to employ contractors to do the work. They ensured that proper contract documents were drawn up to include the specified work to be done, construction practices to be observed, and a firm price and a payment schedule for contract moneys.

By September 1966, real progress was being made. Work had begun on 73 properties and residents had spent \$224,400 of their own money toward rehabilitation.

With this beginning, the task of encouraging other residents became easier. Those who had begun work were obviously concerned that their neighbours follow suit so that their own efforts would show to better effect. A critical neighbour can sometimes be more persuasive than any government agency. Some individuals who had been unsure of their ability to rehabilitate were encouraged by the achievements of neighbours who were no more skilled than they. A sense of pride in their neighbourhood and in their own abilities to improve it began to grow.

By August 1967, work on 98 properties was proceeding and \$365,050 had been spent. By January 1, 1970, work was completed or underway on approximately 140 properties and over \$500,000 of the residents' own money had been spent. Of those included in the rehabilitation part of the project, only 12 had either not started rehabilitation or not re-activated work begun some time earlier.

Throughout the rehabilitation period, the project staff conducted inspections on all the properties. Detailed records were kept of the work done. It soon became apparent that once they had begun, many residents were continuing to improve their properties beyond the required minimum. In particular, residents seemed to become more concerned with overcrowded conditions. Many extended their houses. Many more completely altered their interior arrangements, panelling walls and adding windows, etc. One resident, who had adamantly resisted action to improve his property, had a sudden and startling change of heart once his outside property was

cleaned up. He tore down his old house and built a \$15,000 new one.

i. Rehabilitation Financing

Most of Brunetville's residents were able either to pay for rehabilitation from their savings or to obtain loans from local lending institutions privately. Fifty-four residents received financial aid from OHC through guaranteed or direct loans or mortgages.

These loans were guaranteed or given for the combined purpose of rehabilitation and repurchase (gaining title from OHC). They were not to exceed \$6,000, on any one property. Interest rates were not to exceed 7½ percent, and the total repayment term was not to exceed 15 years.

The following information on loans and mortgages covers the project period from its beginning in 1964 to January 1, 1970. OHC has guaranteed 29 loans which residents made with local lending institutions. The interest rates on these loans varied from 6 to 7½ percent depending on the institution and the year in which the loan was made. Twelve direct loans were made by OHC to homeowners in the area. These loans varied between \$2,000 and \$6,000 at 7½ percent. A further six homeowners have been assisted by direct mortgages.

In addition, OHC has advanced \$67,000 in loans to the purchasers of eight pensioners' homes. These homes had been purchased by OHC from pensioners who could not afford to rehabilitate. (The next section on relocation explains this further.) OHC then sold these homes to purchasers on the condition that they undertake the required rehabilitation. Loans were advanced for this work.

(b) Relocation

The relocation program for Brunetville called for three major assistance schemes: arranging house moves, financing alternative accommodation for the occupants of houses scheduled for demolition, and assisting those who could not afford to rehabilitate even under the home improvement loan plan. The project staff undertook also to keep track of individuals who relocated without assistance during the course of the project.

i. Publicly Assisted Relocation

House moves necessitated by street realignment became the

financial responsibility of the provincial government. The subdivision and servicing plans called for 20 houses to be moved. Both the actual moving costs and the costs of providing new foundations of an acceptable type were borne by the province.

The survey of building conditions showed that 48 homes were in such poor condition that they could not be rehabilitated. The province agreed to pay either the contractor employed or the resident, if he wished to demolish the house himself. All the occupants of these dwellings were consulted and assured that no demolition would take place until good alternative accommodation could be found. Most of these residents were placed fairly easily. Some chose to rebuild on their existing lots, others found other lots or houses in the area. Some moved to Kapuskasing. There were a number of cases where, for financial reasons, alternative accommodation could not be found in the immediate vicinity. Eight of the houses slated for demolition were occupied by pensioners, and a further 10 households could not afford any of the units available in the area.

Although these were the most serious problem cases, there were others living in houses capable of rehabilitation who had not the income to obtain loans for home improvement. Again, many were pensioners, and 14 expressed an interest in moving to senior citizen housing if they could sell their present homes. The project staff isolated another 5 families that would probably require alternative accommodation in low rental units as, with their financial position, rehabilitation was not feasible. There were a few other cases of financial difficulty but with the help of budgeting advice from the staff, debt consolidation and home improvement loans through OHC, it was felt that rehabilitation could be achieved eventually.

ii. Senior Citizen and Low-Income Housing Provisions

With this information, OHC proceeded to design and call for tenders for construction of 24 senior citizen units in 4-unit buildings and 20 low rental housing units in semi-detached buildings. The senior citizen units were completed and occupied in the summer of 1968 at a cost of \$202,242.

The low-income units were completed in April 1970 and are now fully occupied. Arrangements were made to ensure that all Brunetville residents, particularly those whose homes had yet to be demolished, were given pre-

ference in these family units. Construction costs of this part of the project amounted to \$289,169.

To assist senior citizens who wished to move into the newly completed units but were unable to dispose of their houses privately, OHC purchased eight of these homes at a cost of approximately \$25,000. Seven of these have now been sold to private individuals on condition that the required rehabilitation work be undertaken by these purchasers.

The demolition of 48 structures was accomplished as the above alternative accommodation became available. There are still five structures scheduled for demolition but due to various difficulties (e.g., refusal of resident to consider the low rental development), these remain problems to be settled. To date the cost of demolition has been \$31,500.

iii. Private Relocation

Records were kept for most of the project period (up to January 1968) of all residents who relocated without public assistance. These people moved for a variety of reasons, such as employment elsewhere, house scheduled for demolition, etc. The following table shows where these residents chose to relocate.

Table 3 Relocation of Brunetville Residents

<u>Place of Relocation</u>	<u>No. of Residents</u>
Within Brunetville again	20
To Kapuskasing, Val Albert or other adjacent territory	25
To surrounding unorganized territory	4
Elsewhere (S. Ontario or Quebec)	8
Deceased	3
Not known	<u>3</u>
TOTAL	63

It is interesting that only four of 60 moves were made to the surrounding unorganized territory. Originally, project staff had been concerned that many residents might choose to relocate in other unorganized areas to avoid the demands of the program and having "anyone tell them what to do". It must be remembered that these people had been unused to any regulations and organization. The rehabilitation project, especially as the land had reverted to government hands, exerted even more regulatory influence than a municipal government would. It is to the credit of the project staff and their excellent program of public information and contact, that so few people wished to relocate in unorganized territory.

iv. New Housing

Re-subdivision of Brunetville had created about 70 vacant lots in the area that conformed to the standards set by the Town of Kapuskasing. It was felt that encouraging builders to this area would also aid the rehabilitation program. New houses of good quality interspersed throughout the subdivision would upgrade the area even more. Twelve new houses were built in Brunetville in 1969 and 1970 under the HOME plan. Recent mortgage problems have halted one contractor's work on additional housing and may create other difficulties. Despite this, it is apparent that Brunetville has improved enough to attract new housing of good quality.

(c) Repurchase

The conditions for the repurchase of residential lots from the OHC were two-fold. First, the resident had to bring the property and the buildings on it up to the minimum standards set by the project in cooperation with the Town of Kapuskasing. On-site inspections by either project staff or the town would record when these standards had been achieved. The second condition was the payment of a "lot price", to be set for each lot by OHC.

This "lot price" bore no relation to the value of the land and the buildings on it, as it was recognized that the present "homeowner" residents had already paid a price for their properties to the original or subsequent supposed owners. The payment was intended merely to help the province recover the general servicing costs for the area. Residents were expected to pay for their own connections to the services installed, and to pay

the lot price which would reflect the anticipated costs for water and sewer distribution, road restoration, sewage disposal and survey costs. In other words, the lot price was intended to reflect a proportion of all major servicing costs, except the water supply system for which different arrangements were made.

Because it was important to fix these lot prices early in the project, they were based upon very early estimates of servicing costs. Some of the detailed information obtained through the (servicing) consultants' studies was not available at the time. In addition, the various difficulties with strikes and inclement weather could not have been foreseen at that time. As a result, the estimated total cost (\$555,000) for this part of the servicing, on which the lot prices were based, turned out to be low. The actual costs amounted to approximately \$1,524,000. Thus, the recoveries to the province from lot prices will probably amount to about 30 percent of this part of the servicing costs.

The prices set for individual lots in Brunetville on this basis varied from \$1450 to \$2200, depending on the size of the lot (servicing charges were on a per frontage foot basis).

To repurchase his lot, the resident signed an agreement with OHC in which the required rehabilitation work was specified. When the resident had complied with the agreement's terms and had paid the lot price, he received title to his property. The first agreement was signed in June 1966. Since then a majority of residents have received title to their lots.

(d) Remaining Work

Of the 156 lots requiring some work, 46 "owners" have been granted title; a further 57 have completed rehabilitation and eight of these will be granted title shortly. Remaining work includes a variety of largely minor improvements, or "finishing touches". Four houses still need major work to meet standards and acquire title, and the Town is implementing its continuing program of road paving, with some done in 1971.

CHAPTER 8 A PILOT PROJECT?

The Brunetville project is nearing completion but full analysis is impossible. We will not be able to appreciate fully the physical, social and economic implications of the project for some years yet. Physically, the area has improved tremendously as readers of this report can well imagine. It will be some years, however, before the rehabilitation of all properties is complete and we can determine whether good maintenance will continue. We can reach some conclusions at this time on social changes within Brunetville; on the reaction of the residents to the project; and on the price paid by the residents, the community and the governments involved for the improvements obtained. Again, however, it will be years before a realistic cost-benefit analysis is possible or a critique of the effects of the project on the social life of the community can be made.

The provincial government intends to undertake this task at a later date. In the meantime, we can look at the project with some degree of hindsight and, perhaps, learn something in the process. This chapter will discuss the early reactions of the residents, the project staff and the government agencies to some aspects of the project so far. This is not intended to be a complete analysis. The opinions expressed cover some aspects of the program and ignore others. But some of the reactions might prove applicable to a

general consideration of rehabilitation in light of the recent review of urban renewal policies and legislation.

1. Reaction of the Residents

(a) Public Comment

Throughout the course of the project, there have been many attempts to obtain the reaction of Brunetville residents to the program and its implementation methods and results. Project staff held continuous meetings and discussions with this view in mind. The press and the Canadian Broadcasting Corporation commented and interviewed many people in the area. Finally, two questionnaires were distributed. The first has been discussed already. It covered social survey information (see Chapter 5) and asked for the reaction of the residents to the proposed program. The second was distributed in January 1970 to obtain a later reaction, when the project was nearing completion, and many of its results were more evident.

As reported previously, the first questionnaire obtained a response of 92 percent favourable to a conservation/rehabilitation program. Only seven people reported that they would consider moving if a renewal program were initiated.

Favouring the idea of a rehabilitation project is one thing. Reacting favourably to the details and implementation of such a program is quite another. Generally, the project staff found the residents cooperative and satisfied with the detailed program objectives. They reported that during the project the major complaints involved the delay in installing services and the ceiling on the available loans. These and other complaints were, for the most part, individual matters and were dealt with on an individual basis. The project manager feels that the lack of concerted community opposition to any part of the program evolved from the long history of individualism and absence of community organization in the area. A resident might complain to the project manager about his house move, for example, but he would not organize a group of his neighbours in a similar position to press for an overall change in the methods for moving houses. No rate-payers or homeowners' associations were formed. This

reaction tends to reinforce the statement that Brunetville was, in many ways, unique. There was citizen participation in the sense that individual citizens participated actively in rehabilitating their own homes. But there was little citizen participation in the formation of the program or the methods of implementation, nor was there any demand for it. This is an amazing phenomenon in view of the increasing agitation for citizen participation in other communities in Ontario during this period.

Press coverage of the project was, again, largely uncritical and may have contributed to this general acceptance of the project. Early press reports aided project staff a great deal by explaining the aims and methods of the project to its readers. In fact, many of the articles were frankly enthusiastic.

Published interviews with Brunetville residents on their reactions to parts of the program produced the following comments:

It's a big job. We have street lights now and connecting roads we didn't have before...

Considering the size of the job, I think they have done well.

Personally I am very satisfied. I have good clear water.

Some residents had reservations:

... the whole annexation program...was very poorly supervised.

If they had finished six weeks earlier it would have been better.

There was one highly critical analysis of the Brunetville project which did provoke decided reactions from residents, government agencies and project staff alike. This occurred on the television program, "Public Eye", shown in May 1967. The program's topic was the need for an ombudsman to answer complaints from residents of Brunetville. The film concentrated on the sub-standard parts of the area (although there were many houses being rehabilitated and in good condition at this time), and showed open sewers, outhouses, etc. The residents interviewed on the program expressed dissatisfaction with the progress made and the interviewer spoke of the \$2 million allegedly spent with few

results to show for it. This could have been the seed that, once planted, would grow into community agitation against the project.

In fact, the reactions in Brunetville were quite the opposite. The theme of the ombudsman was ignored while many residents regarded the television show as almost an attack on them and their way of life. Those who had begun work on their houses complained that "the program should have shown the other side too". One resident commented, "That program certainly didn't make us look too good. Some spots are bad, sure, but Rome wasn't built in a day."

The project manager commented later in 1967 that he thought the increase in individual renovation work was due partly to reaction to the television show. Instead of producing more complaints about the project, the show had influenced many people to prove that it could and would work, and work well.

(b) Questionnaire Response

The following information was collected from questionnaires distributed to the residents of Brunetville in January 1970. These questionnaires were delivered by hand and the residents were asked to mail them back to the Town of Kapuskasing. Of the 185 questionnaires delivered, 92 were returned. A telephone follow-up was conducted one week after the personal delivery. The response rate was 50 percent overall. Excluding the new residents in the area, who might be expected not to reply as they were not included in the project, the response rate comes closer to 60 percent.

The response rate on individual questions was often considerably lower, however. In this discussion, for comparison with the 1964 questionnaire and to give the reader a more visual idea of the reaction of the residents, percentages will be used. The actual number of responses to each question are shown in Appendix B for the 1964 questionnaire, and Appendix F for the 1970 questionnaire. These figures should be given careful attention because only a small number of people were questioned, so that percentages may be misleading.

The first question on the form asked if residents had favoured annexation to Kapuskasing in 1958 when the first application was made. This question was asked to discover how many people had favoured annexation as a method of obtaining municipal services, but might not

have been as enthusiastic about the rehabilitation/servicing program chosen (question 3 on the form). The differences in the response to these questions were surprisingly small considering that the project would demand much more from the residents in terms of money and work than annexation would. Excluding those not in the area when annexation was proposed, we found that 85 percent had favoured annexation and 78 percent had favoured the idea that became the Brunetville project. Two percent were opposed to annexation, while 9 percent were opposed to the proposed project; 10 percent were unsure about annexation, while 13 percent were unsure about the project.

Although the number of people favouring the project was lower than those favouring annexation (which proved to be impossible), the proportion is still high. The majority of residents seemed willing to participate once they realized the danger of existing conditions. The residents who gave reasons for favouring the plan cited lack of services, and sanitary and health conditions as the major factors (19 replies mentioned these). The other main incentive seemed to be the availability of loans for rehabilitation (nine replies). The other ten residents giving reasons for favouring the plan cited a variety of motives, such as the possibility of increased property values, and being able to do the work themselves.

Those who gave reasons for opposing the plan were too few to draw any real conclusions. However, as the reader may be interested, two people stated they were satisfied with their homes already, and four people objected to paying to gain title to their lots, the repayment terms on loans, and the fact that taxes paid previously were not rebated.

The case is the same for those who reported themselves unsure. Three residents had been tenants or pensioners who were unsure of their position in such a project. Three others replied that their houses and services were satisfactory and they did not like being compelled to rehabilitate. One felt that the cost would be too high.

Questions 2(a) and 2(b) on the form were framed to provide a comparison with the same questions on the 1964 form. The residents were asked if they had been satisfied with their houses and the conditions in the neighbourhood before the project started. In 1964, although most of the residents had realized the need

for services and better sanitation, they had seemed satisfied with their existing houses and the neighbourhood in general. Seventy-eight percent of those responding had reported that they were satisfied with their houses, and 89 percent said they were satisfied with their neighbourhood. By 1970 the major improvements in the area had been completed although some rehabilitation work remained. In this later survey only 40.5 percent of the people replying said that they had been satisfied with their houses before the project started, and a mere 7 percent replied that they had been satisfied with their neighbourhood. Apprehension of the project's implications may have engendered some of the earlier expressions of satisfaction. Although some changes were obviously necessary, there may have been some reluctance to take on what appeared in the beginning to be an enormous task. With most of the work accomplished, it may have been easier to admit dissatisfaction with previous overall conditions. It is more likely, however, that this change in response is the result of a change in the standards of living considered acceptable by the residents. Over the course of the project, their attitudes toward what conditions are and are not acceptable seemed to have altered. As the area was physically upgraded and houses renovated, residents became used to these improved conditions and to the new facilities. What was satisfactory in 1964 seemed inadequate by 1970. This theory is borne out by the response to other questions in the survey.

Questions 4, 5 and 6 were included to acquire information about the residents' reactions to the rehabilitation phase of the project. They were designed to discover whether residents replying to the questionnaire tended to be those with fairly good houses even before the project started, what their major incentive to rehabilitate had been, whether they found the site office's program of information and instruction helpful, and what their financial arrangements were.

Question 4(a) asked whether the residents' property had been above or below standard at the beginning of the project. As you will recall, some plumbing work was required of all residents as they had to provide connections to the new services. Almost all had some minor wiring repairs, as well. If a house required only this work it might be considered above standard. Excluding the above requirements and those buildings slated for demolition, the building conditions survey showed about 64 percent of the structures were considered substandard. The answer to question 4(a) seems

to indicate that the questionnaire did provide a fair cross-section of the area as about 66 percent of the residents reported their buildings had been below standard, with 34 percent reporting above standard. The questionnaire answers apparently were not weighted toward residents whose properties had been in good condition to begin with.

Questions 4(b) and 4(c) were intended to elicit information on the motives behind the individual's rehabilitation work. Residents were asked when they had begun to work on their properties and why they had chosen that time to begin. Unfortunately, the response to this question was very low (34 returns). Those who did choose to answer the question often gave multiple reasons for beginning rehabilitation. Fortunately, the project manager had asked most of the residents the same questions during the project. Although their answers were not recorded, we do have some idea of their motivation.

On the questionnaire, the installation of services was the reason given most often for beginning work on the houses. Twenty residents mentioned this. These answers were confirmed by the starting dates--25 of the 34 respondents began after the spring of 1967 when servicing was well underway. The project manager had difficulty encouraging rehabilitation starts until signs of the installation of services appeared. Most of the residents he interviewed had proper sewer and water facilities uppermost in their minds.

Availability of money was the second most common reason mentioned. On the questionnaire 16 residents replied that this had been a factor determining their start on rehabilitation. Six people noted that their neighbours' work influenced their own decision to begin work.

Surprisingly, only 13 residents mentioned gaining title to their property as a factor in the decision to rehabilitate. The project manager also concluded from his talks with residents that withholding title pending rehabilitation was not a coercive influence. His impression was that many residents had completely disregarded the forfeiture action. They possessed official looking documents obtained from the original owners which said that they owned the land and these satisfied them. They did not regard the situation as one in which they would have to gain legal title but as one in which once the houses were up to standard, the government would acknowledge their ownership of what was already

theirs.

Generally, it appears that services and sanitation needs had become so acute in Brunetville that residents were particularly receptive to a program that would relieve them of these worries. They were willing to participate actively in rehabilitation if, through participation, they could obtain this relief.

Question 5 was intended to assess the residents' reaction to the efforts of project staff to inform them of the project's progress, provide instruction on construction methods, and generally assist them with their problems. Question 5(a) asked if they had attended the meetings on rehabilitation methods; 5(b) asked whether they found the information given helpful. Of the 83 replies received, 52 reported that they had attended meetings. Forty-three of the 49 replying to the second question found the information helpful. Seventy-four residents replied to question 5(c), "Did the site office help you?": 30 residents (41 percent) said they had been helped very much, 23 residents (31 percent) that they had received some help, 15 (20 percent) that they received little help, and 6 (8 percent) reported no help.

The response to the above questions was encouraging. Obviously the instruction classes were particularly successful because in Brunetville most residents wanted to do the work themselves. Fully 88 percent of those who attended meetings had found the classes helpful. The reaction to the general helpfulness of the site office staff is less conclusive. In any project of this kind, there will be some antipathy toward a staff which is assigned not only to help and instruct the residents, but also to enforce standards and inspect. The project manager in Brunetville had to be a jack of all trades. His staff, therefore, took the brunt of criticism for any part of the project that a resident did not like. The response to this question appears to show that, although the site office staff obtained the desired rehabilitation, and generally maintained good liaison with the people, there is room for improvement. Separation of the education role from the enforcement role might have accomplished this.

Question 6 on the form was included to assess the financial aspects of the rehabilitation program from the point of view of the people involved. Question 9 followed up by asking if they had done any work that was not required by the standards set. First, they

were asked if they had experienced any difficulty raising the money to fix up their houses and acquire title. Of the 59 replies, only eight reported that they had run into difficulties. The response to question 4(a) had shown the respondents to be a fair sample of the project as a whole as to whether the properties had been above or below standard. It seems likely, therefore, that the response to this question is also representative of the community as a whole. The next question asked where they had obtained the money. Of the 79 replying, 32 were aided by the project's loan arrangements through OHC, 32 used private savings, 13 obtained loans privately, and two had been unable to obtain financing as yet. From the financial information obtained by the project staff and OHC during the project, this also seems representative of the community as a whole. It appears that, although some financial aid was necessary through loans, Brunetville residents were financially capable of undertaking large-scale rehabilitation over a period of years. Only a small group proved incapable of assuming this responsibility. With a couple of exceptions, these people were accommodated by the provision of senior citizen and low-income housing. The project's assumption that the employment base of the community provided sufficient security to allow rehabilitation proved basically correct.

The answers to question 9 confirmed this impression. Of the 70 replies received, 54 percent had done extra work not required for the project itself. It also confirms the so-called snowball effects of rehabilitation. There seem to be three attitudes that account for this snowballing, if the residents' financial position allows for it. First, once they begin the work to raise their property to the standard they often decide that, while they are at it, they may as well add that extension they have been thinking about. Secondly, many residents are unsure of their own abilities to upgrade their properties on their own. This project required them to do certain work and the accomplishment of it gave them the confidence necessary to continue with other work such as interior remodelling. Finally, as the area around them improves and the quality of housing rises, many become aware of living standards they had not known before and gradually their own standards change. What was acceptable before is no longer so; and what was virtually unknown before, such as landscaping, becomes desirable and possible.

The change in attitudes is confirmed by the answers given to questions 10(a) and 10(b) on the form. While

81 percent of those responding (83 residents) expressed general satisfaction with the project as a whole, 53 people replied that, in their opinion, there was still much to be done even though the original aims of the project were virtually fulfilled. Originally, their petitions to government agencies had concentrated almost solely on the provision of sewer and water facilities and decent roads. Having achieved these purposes, the residents then seemed concerned to keep improving the area and mentioned such items as paving streets (20 replies), installing sidewalks (10 replies), landscaping and better grading and drainage (eight replies), and installing storm sewers (four replies). This response is possibly the most encouraging so far received from the area and indicates that upgrading and maintenance will probably continue even when the project is finished.

Questions 7, 8 and 10 called for residents to give their general opinions on the project as a whole. These questions asked if their opinions had changed since the program was first announced; the answers were then compared with those given for question 3. Sixty-nine people answered both questions. Of those who had favoured the project at the beginning (53), 27 regarded it more favourably, 23 had not changed their opinion and only three were less favourable. Of those who had been uncertain (nine), five reported themselves more favourable; four were still uncertain. Only seven had been unfavourable and their attitudes had not changed significantly (five same, one more favourable, one less favourable).

Another question asked how much they felt the area had improved. Eighty-five answered the question with 52 people saying the area had improved very much, 24 said it had improved some, and nine saw little improvement.

The final question was included mainly to give residents a chance to express any particular "beefs and bouquets" that they might have. It was not expected that the answers would be of any statistical value and, indeed, they were not. Most of the favourable comments regarded installation of services, sanitation and improved housing. The criticisms of the project will be of interest to municipalities considering a similar venture. Many said that the ceiling on loans was too low and that lot repayment charges were too high. Residents were unhappy that the roads had been torn up a number of times to install services. This was,

indeed, a bad feature resulting from the various problems encountered in the servicing program. Comments were made on bad drainage, unsatisfactory grading and poor fill. These complaints should be looked into. The complaints on management of the project were individual and seemed to have no general application.

2. Reactions of Project Staff

The project staff agreed that if they were starting the Brunetville project again, they would handle it much the same way. They felt the program had been successful and, in many ways, more successful than they had originally expected. The amount of work done on many houses beyond that required by the standards justified this belief.

As with any project, though, the staff had a number of comments and suggestions on how the program and methods of implementation could be improved. Some of these have general application and the suggestions should be useful to other areas considering rehabilitation. A few are more specific and apply only to this particular project.

The original project manager suggested that only the project administrator and one or two members of the continuing staff should be involved in the first six months of the project, or until all the necessary information on the structures and the people is obtained. He felt that the large number of government agencies and staff involved in Brunetville from the beginning had had a detrimental effect on subsequent relations with the residents. Residents were interviewed a number of times on various matters and confronted with many different faces. In some cases, this resulted in antagonism to the project before it started. The project manager sought to reduce this friction by shortening the social survey questionnaire and obtaining much information on a personal basis. This approach, however, caused some difficulty in later stages. Whenever a member of the project staff left, he took his "personal" information with him. The lack of fully documented data on the area and its residents before the project began also limits the final analysis of the project's total effects.

A second problem arose from this early activity by various agencies. Conditions in Brunetville were extremely serious and the residents were understandably anxious to begin remedying the situation. When representatives of various agencies called to conduct surveys, the residents thought that immediate help would be available. Naturally, the analyzing of the data obtained and the working out of a program which followed these surveys took a considerable amount of time. Many people in the area, unaware of the complexity of a project of this scope and the amount of work required to formulate the plans, began to lose their early enthusiasm. The project manager believed that keeping the initial staff small and having them available to the residents during the intervening period might alleviate this problem. They could have explained exactly why the information had been collected and reported on progress being made in the formulation of the program. This might avoid the premature arousing of enthusiasm which quickly turns to discouragement if delays occur.

Some members of the project staff commented that completion dates for the installation of services had been released prematurely and this hindered the rehabilitation part of the project. The completion dates had been announced before all the necessary information was available. To be sure, many of the delays in servicing could not have been foreseen, and the residents of the area had a right to be informed of when they could expect to obtain services. But it would have been preferable to await full background information and explain other problems that might arise before announcing the estimated completion date.

From the experience gained during the rehabilitation phase, the project staff suggested that persuasion to begin work should concentrate first on individuals who have expressed unfavourable opinions on the project. Admittedly, it is tempting to begin with the most enthusiastic people on the grounds that visible results would be achieved more quickly, thus providing an incentive for those who had been less favourable. In practice, this did not work. For example, the most easily persuaded residents were those who had little work to do. Their houses were already in quite good condition and were located in the less rundown areas of the project. There were indications that if this group began first, they would become an elite group and that resentment or jealousy of this elite would hamper

rehabilitation of the rest of the community.

The project staff concluded from this initial experience that they should work with a couple of residents in each section of the community. They concentrated also on aiding a few who were unfavourable to the rehabilitation aspect of the program. This way they hoped to achieve a number of good examples scattered throughout the community and avoid producing an elite area. Generally, this approach proved quite successful.

Again on the subject of persuading residents to begin work, the project manager found that it was often preferable to contact the women in the area first. He found that wives were more easily persuaded of the real need for improvements. As they spent all their time in the area and the house, they were more aware of the shortcomings. The men, whose jobs gave them a daily change of scenery, had less of a stake in the improvement of Brunetville. They were more inclined to reply that although there was work to be done, there was plenty of time to do it.

One of the main difficulties encountered by the project staff resulted from their combined role as persuaders and enforcers. The project manager, as well as providing an educational and community worker service, was the building inspector and, as such, responsible for enforcing regulations. He felt that his efforts to encourage individual rehabilitation and aid residents with social problems were hampered because the residents had associated him with policing activities. He felt residents should be able to identify the community worker as "their" man rather than as the "government" man. For the most part, project staff were able to counteract the effects of this dual role problem but a great deal of additional work was required. They spent many an evening talking with residents, in addition to being available during the days.

The project staff had a number of suggestions to make on the financing of the rehabilitation. Most important, they found that the \$4000 ceiling on home improvement loans was too low. This figure was established in the 1950's under the National Housing Act but construction costs have multiplied since then. In some cases, the loan would barely pay for a new foundation, house relocation and some minor repairs. Fortunately, most

Brunetville residents had secure employment, giving them the financial capability to undertake larger loans. The project staff advised on budgeting to ensure that individuals did not take on too great a financial load.

The scarcity of home improvement money was aggravated by local contractors who increased their prices for some jobs enormously during the course of the project. The housing standards meant that every resident had to comply with some requirements, if only to connect to the new services. Kapuskasing is a small and rather isolated community so that only a limited number of contractors were available. Competition from outside contractors was limited by the large demand for construction in Toronto and Montreal and by the short construction year in the north. The only solution was to encourage residents to do as much work as possible on their own and to make available technical information on every phase of the work.

The project staff had hoped that bulk buying of materials for the do-it-yourself work might offset some of the rehabilitation costs. But few of the residents were interested in joining others to accomplish this. They seemed to prefer their own activity to be independent from others. Although the individuality of the residents partly explains the lack of success of this endeavour, the project manager felt that better preparation before the project began might have achieved some results.

Finally, the arrangements made to finance the relocation of houses created some difficulties. Because the new subdivision plan and altered road patterns had necessitated relocation, the provincial government (DMA), agreed to cover the costs involved. It was felt that the province should accept the responsibility of providing foundations for these houses also. However, because details of the condition of existing foundations had not been available prior to the announcement of the policy, the provincial government found itself committed to paying for new foundations in cases where, if relocation had not been necessary, the residents would have had to install new foundations anyway. Understandably, this payment to a small minority was resented by the other residents who had to replace substandard foundations at their own expense.

3. Applicability of the Brunetville Experience

At the beginning of the project, the Brunetville area was regarded as unique because the land ownership question had given government agencies a big stick to enforce rehabilitation. If this big stick had indeed been the determining factor, this project would have had only limited application to other areas in the province. The experience gained in giving technical assistance and financial aid would have been useful elsewhere, but the chance of another project similar to Brunetville achieving the same success would have been unlikely. However, on the basis of the available evidence, it appears that regaining title to the land was not the deciding factor in the large-scale rehabilitation done in Brunetville.

The success was a function of a number of major factors which others interested in a similar project should keep in mind. First, the people lived in these deteriorated conditions not by choice but because of problems which were capable of solution. Once the economic conditions (resulting from the Depression) and the planning conditions (exclusion of Brunetville from the Kapuskasing planning area) were corrected, these problems became greatly simplified. Brunetville residents had economic security as a result of jobs with the mill in Kapuskasing and, therefore, were capable of handling rehabilitation with the aid of a loan program. The majority of individuals were skilled in manual work and were able to do much of the construction work themselves. Furthermore, the health and sanitation situation in Brunetville had become so acute that the residents were receptive to any reasonable program that would promise action on the servicing problem.

Much of the credit for the success of the project must go to the project staff in the area and the enormous amount of work and energy they contributed. Managing a rehabilitation project is not a 9-to-5 job. The staff had to be as involved and as willing to give of their time as the residents. Brunetville was extremely lucky to have such a dedicated work force.

In many ways, the situation here was ideal for attempting rehabilitation. On the other hand, there are many

aspects of the situation and program which are common or could be adapted to other areas in this province and elsewhere. There is enough evidence to show that a dismissal of this project as being "unique" is not warranted and that other municipalities would do well to study what has happened here. Rehabilitation has accomplished much more than the obvious improvement of the physical environment. The Brunetville program involved individuals who had previously been used to no regulations or organizations of any kind, and to living in improvised and unserviced homes. Rehabilitation has given them a new confidence in their own abilities, a sense of achievement and a definite stake in their newly organized community.

From the comments and attitudes expressed in the final questionnaire on what remains to be done in the community, it appears that even when the project is fully complete, maintenance and improvement will continue. That will be the real achievement.



With full servicing, a new Registered Plan of Subdivision and loans for sale or lease by The Ontario Housing Corporation, a variety of new homes have been constructed by developers. Below are more duplex Ontario Housing Corporation family units.





All three of these houses underwent major changes.





The above neighbourhood shop was completely rehabilitated and placed on a full basement. The house below and its neighbour were completely rehabilitated. Many improvements were financed by Ontario Housing Corporation guaranteed bank loans. Other sources of financing included Caisse Populaire, personal bank loans and savings.





Further examples of rehabilitated houses. The lower picture shows the house in the mid foreground of the second picture in the process of nearing final rehabilitation. Even at this stage, drastic changes have taken place.



Adding to the confidence in the area, and materially to the quality of new structures, were carefully designed Ontario Housing Corporation family units. These were spread throughout the area and not located on any one site. Below are 4 examples of rehabilitated, serviced and landscaped houses.





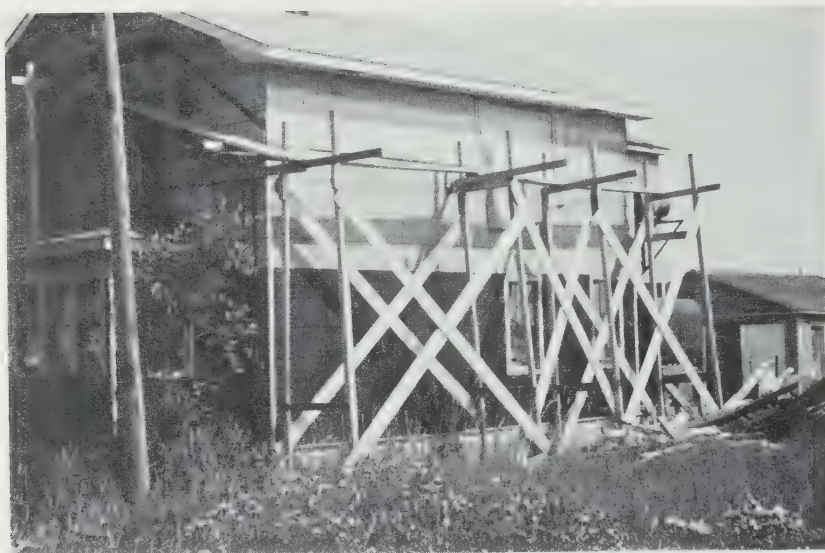
All of these houses are rehabilitated and most of them moved. The house below was originally a bunk house and its garage a sub-standard small dwelling.



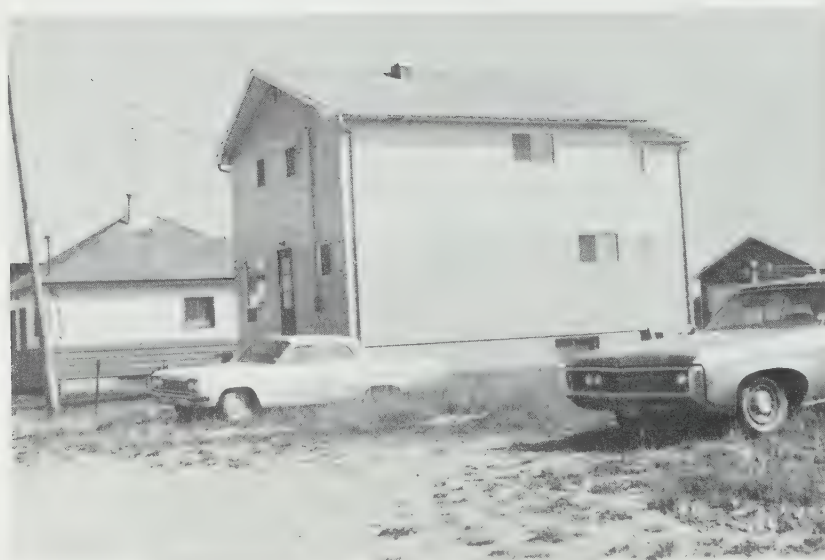


Another, and one of the more startling examples of rehabilitation. The "before" picture above, with the "after" picture below, including a move of a distance of some 500 ft.



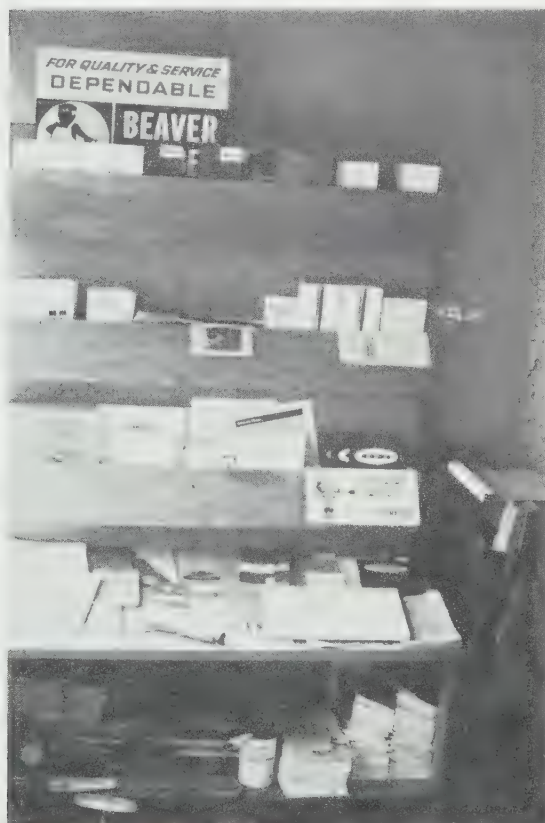


One of many examples
of radical transformation.



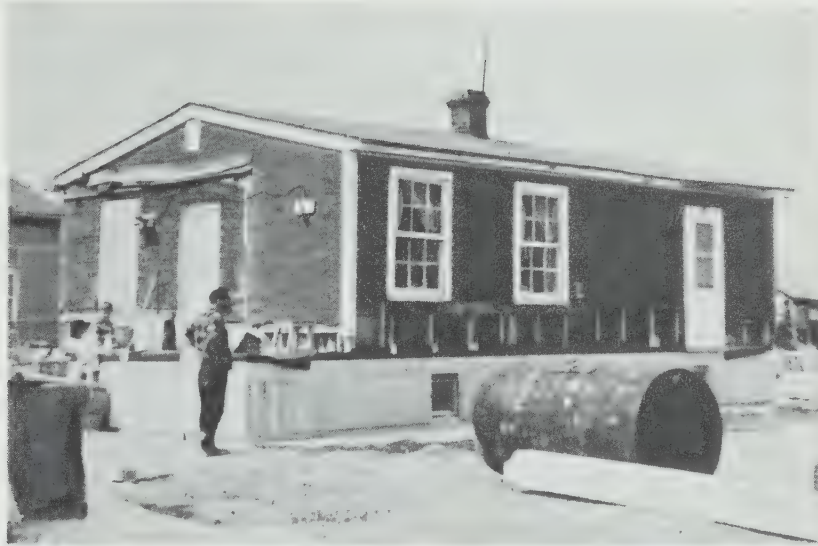


A site office with exposed interior construction details. Do-it-yourself literature and evening courses were essential elements to the success of the program.

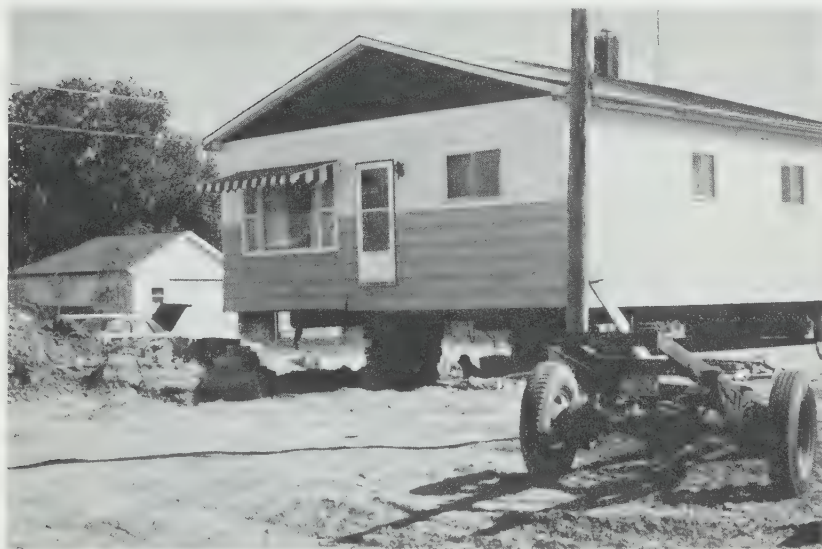


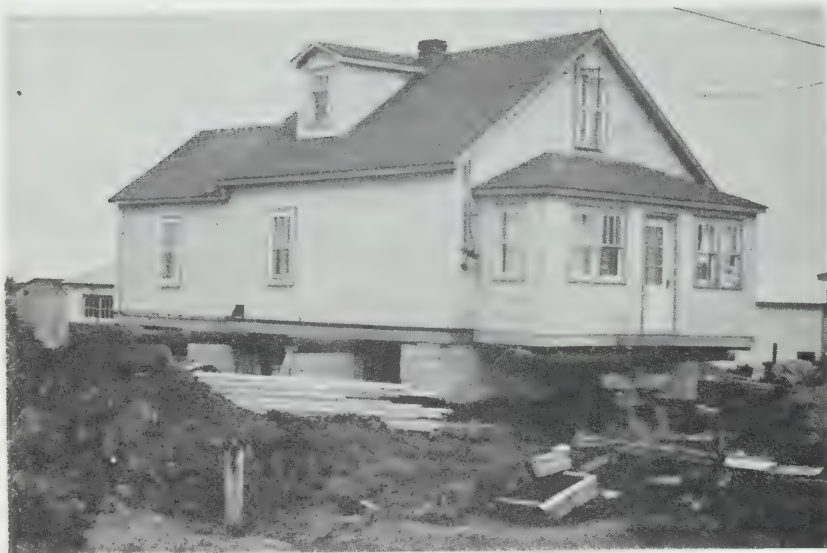


Most of the work was of the do-it-yourself variety and often a family affair.



2 more examples of houses moved. Many houses were moved by their owners completely at their own expense. Others were moved at Provincial expense because of road and lot realignment.

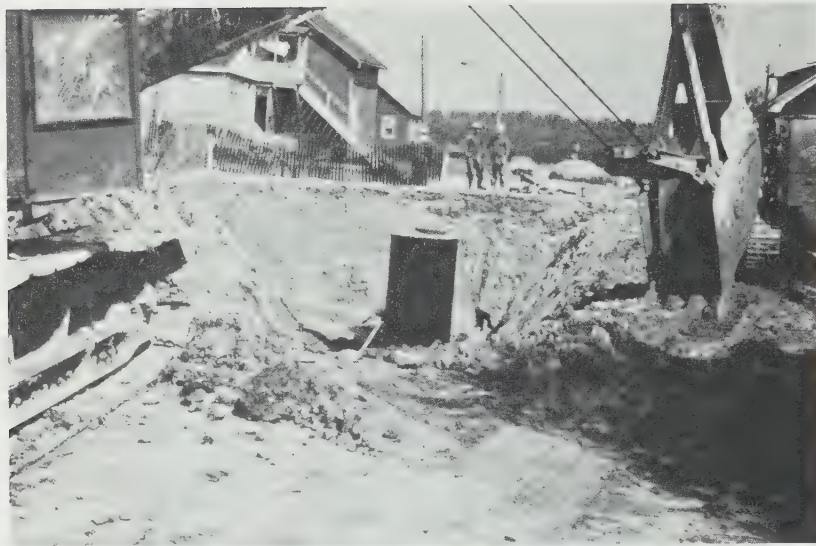




3 examples of the
wide variety of
structures moved.



The Project Manager had to display the skills of social worker, councillor, carpenter, administrator, lawyer, architect and a multitude of other qualities in working with the residents. If he did not have the answers, he had to know where to get them.



The installation of sewer and water services, while creating confusion, provided the basic healthy involvement for total neighbourhood improvement.





Prior to annexation with Kapuskasing and the improvement of services and roads, much road maintenance was typified above. The installation of services and new roads below instilled confidence in the residents to improve their properties.





Prior to the neighbourhood rehabilitation program, these pictures reveal some of the substandard building conditions. These structures have since been demolished. Occupants either constructed new homes or were relocated in Ontario Housing Corporation family units or Ontario Housing Corporation senior citizens' units.





These scenes were taken
during the first annual
spring clean-up.





Before annexation with Kapuskasing and the comprehensive rehabilitation program, conditions such as these prevailed largely because of a lack of refuse collection. Immediately after annexation, Brunetville joined the Town of Kapuskasing in the annual spring clean-up. Many car hulks and other dis-used articles were removed.



Prior to rehabilitation no sewer or water services existed in Brunetville. Water was obtained from a variety of sources, chiefly wells. Sewage disposal was mainly by septic tank or outhouse. Because of the poor drainage characteristics of the soil, outhouses were frequently used and perhaps presented fewer problems than septic tanks. With the installation of municipal sewage services, constructions such as the above became memories.

APPENDIX A - 1

Preliminary Building Structure and Condition Survey:

Name: _____ Address: _____ Owner or Tenant: _____

No. of People Living: _____

Exterior dimensions (year round liveable)

(One story): (Porches, "temporary" attached out building excluded)

_____ ft. x _____ ft.

(Multi story):

1. _____ ft. x _____ ft.

2. _____ ft. x _____ ft.

Room sizes: (approximate)

Living room approx. _____ ft. x _____ ft.

Dining room approx. _____ ft. x _____ ft.

Bedroom approx. _____ ft. x _____ ft.

Kitchen approx. _____ ft. x _____ ft.

Kitchen & Dining Area approx. _____ ft. x _____ ft.

Water closet room approx. _____ ft. x _____ ft.

Foundation:

Full concrete, block or stone _____

Wood posts _____

Block or concrete posts _____

Steel posts _____

Other _____

Unknown _____

Exterior Finish:

Brick, solid _____ Asbestos cement shingles _____

Brick, veneer _____ Aluminium _____

Stone _____ Painted wood _____

Finished Stucco _____ Unpainted wood _____

Roof Brick _____ Plywood vertical siding _____

Tar Paper _____ Insulbrick _____

Other _____ Sheet metal _____

General Condition _____

Interior Finish - walls and ceiling:

Gyproc, or related gypsum board _____

Plaster _____

Plywood or related wood finish _____

Tile (all forms) _____

Ten-Test _____

Chip Board _____

Other _____

General Condition _____

Floors:

Hardwood _____

Tile _____

Linoleum _____

Plywood _____

Wood _____

Other _____

Roof:

Wood Shingle _____

Asphalt Tile _____

Building Paper _____

Roof (cond't)

Sheet Metal _____

Other _____

General Condition _____

Exists:

Number _____

Location _____

Chimneys:

Solid of Filled Masonry _____

Prefabricated Metal _____

Stove Pipe _____

Other _____

Electrical:

General impressions such as adequacy, workmanship, and safety _____

APPENDIX A - 1

Proposed Building and Zoning Standards for Brunetville:

In order to obtain title to the land, it is proposed that the following regulations must be complied with, within a period of 3 years dating from January 1, 1964:

Building Regulations:

1. General - Every residence shall contain such number and types of rooms that conform to acceptable sanitary and privacy standards.
2. Room Size - Minimum room size shall be as follows:

Living Room	100 sq.ft.
Dining Room	80 sq.ft.
Bed Room.....	80 sq.ft.
Kitchen	50 sq.ft.
Kitchen & Dining Area	90 sq.ft.
Water Closet Room	11 sq.ft.
3. Foundation - The minimum foundation requirement shall be satisfactory support on concrete or steel piers with a minimum space of 1'-0 from the surrounding grade level to the underside of sills or beams.
4. Exterior Finish - The following types of outside finish are allowable: brick veneer, stone, finished stucco, asbestos cement shingle or siding, aluminum featheredge, painted wood featheredge or plywood vertical siding.
5. Interior Finish - The following types of interior wall and ceiling finish are allowable: Gyproc or related gypsum board, plaster, plywood or related wood finish, tile or hard-board.
6. Roofing - Asbestos - cement shingles, asphalt shingles, metal roofing and built-up roofing are acceptable.
7. Exits - There shall be two exits from each self-contained dwelling unit.

8. Chimneys - Chimneys shall be constructed of solid or filled masonry, concrete or approved prefabricated metal type lined with flue lining of a minimum 5/8" thickness having a flue diameter of 7" minimum.
9. Electrical - Electrical installation shall be in accordance with the regulations of the Hydro-Electric Power Commission of Ontario.
10. Heating - Only approved types of firing units, heating distribution systems and fuel storage as approved by the Fire Chief shall be allowed.
11. Plumbing - Plumbing shall be installed according to the regulations of the Public Health Act of Ontario.
12. Each self-contained dwelling establishment shall contain one sink in the kitchen and at least a water closet and wash basin in the bathroom.
13. Workmanship of a standard equal to good building practice is required.

Zoning Regulations;

1. There shall be a minimum lot size containing at least 4500 sq.ft. and a 45' lot frontage.
2. Only one residence per lot shall be allowed with only one accessory building per lot allowed consisting either of a maximum 3 car garage or a utility shed of a maximum 250 sq.ft. area and consisting approved exterior finish.

SPECIFICATIONS

The accessory buildings shall be located to the rear of the front walls of the residences and a minimum 6' distant.

The following yard regulations shall be in force for all new buildings or buildings that are moved:

Front Yard - 20' minimum from street line

Side Yard - 5' minimum from lot line

Rear Yard - 20' minimum from rear lot line

Condition of Lot:

- (a) All lots shall be kept free of rubbish, debris, junk, paper boxes, cans and vehicles in non-operating condition.
- (b) Fences shall be a maximum height of 5', painted and in satisfactory condition.
- (c) All unused well sites, septic tanks and outhouses shall be demolished and filled in.
- (d) All driveway crossings that impede road drainage shall be rectified.

General:

The keeping of poultry and farm animals shall be prohibited, except on farm lots exceeding 5 acres in area.

APPENDIX A - 2

Building Structure and Condition Survey - Results:

1. Total # Buildings in Survey - 212
2. Total # Units in Buildings - 225
3. Height of Buildings.

<u>Storey Height</u>	<u># Buildings</u>	<u>%</u>
1	72	33.96
1¼	21	9.90
1½	49	23.12
1-3/4	9	4.24
2	18	8.49
No. infor.	43	20.29

4. Room Sizes: The information on room sizes was to incomplete to be analyzed. There was some overcrowding, and many small size houses. However, these standards were not used as criteria for rehabilitation; i.e. the standards quoted on the sheet were not required of residents before they could gain title.

5. Foundation:

<u>Type of Foundation</u>	<u># Buildings with</u>	<u>%</u>
Wood posts	125	58.96
Concrete Posts	16	7.54
Concrete Blocks	35	16.50
MVD sills	1	.47

<u>Type of Foundation</u>	<u># Buildings with</u>	<u>%</u>
No basement	1	.47
Full concrete basement	<u>34</u>	<u>16.03</u>
TOTAL	212	100.00

6. Exterior Finish:

<u>Type of Exterior Finish</u>	<u># Buildings with</u>	<u>%</u>
Roll Brick	81	38.20
Insulbrick	35	16.50
Painted Wood	32	15.10
Unpainted Wood	7	3.30
Asbestos Shingle	18	8.49
Stucco	8	3.78
Tar paper	5	2.35
Clapboard	6	2.83
Asphalt Shingle	8	3.78
Angle Brick	2	.95
Featheredge	2	.47
Log siding	1	1.88
Aluminum siding	1	1.88
V siding	1	1.88
Tec test	1	1.88
Unknown	4	1.88

7. Interior Finish:

<u>Type of Material</u>	<u># Buildings with</u>	<u>%</u>
Gyproc	183	86.32
Wall Board	11	5.18
Tintest	10	4.71
Panel Board	5	2.35
Plywood	1	.47
V Joint	1	.47
Tile	<u>1</u>	.47
TOTAL	212	

8. Floors:

<u>Type of Material</u>	<u># Buildings with</u>	<u>%</u>
Linoleum	129	60.84
Tile	15	7.07
Tile and Linoleum	55	25.95
Hardwood	10	4.71
No information	<u>3</u>	1.41
TOTAL	212	

9. Roofing:

<u>Type of Material</u>	<u># Buildings with</u>	<u>%</u>
Asphalt Shingle	93	43.86
Building paper	87	41.03
Wood Shingle	4	1.88
Sheet Metal	4	1.88
Asphalt tile	2	.95
Asphalt siding	1	.47

<u>Type of Material</u>	<u># Buildings with</u>	<u>%</u>
Tar paper	2	.95
Other	2	.95
No information	<u>17</u>	8.01
TOTAL	212	

10. Exits - The standards set required two in each building.
There were 28 structures with only one exit.

11. Chimneys:

<u>Type of Material</u>	<u># Buildings with</u>	<u>%</u>
Brick	121	70.34
Pref metal	40	23.25
Filled Masonry	<u>11</u>	<u>6.40</u>
TOTAL	172	60%

APPENDIX A - 3

Facilities in Dwellings*:

1. Water Closet:

<u>Type</u>	<u># Buildings with</u>	<u>%</u>
Indoor Flush (septic)	127	59.90
Outhouse	84	39.63
None	<u>1</u>	.47
TOTAL	212	

2. Heating:

<u>Type</u>	<u># Buildings with</u>	<u>%</u>
Space heater	80	60.61
Stove	5	3.78
Furnace	37	28.03
Space heat & stove	7	5.30
Electric heater	<u>3</u>	2.27
TOTAL	132	

* See social survey form, Appendix B-1

3. Water:

<u>Type - well</u>	<u># Buildings with</u>	<u>%</u>
Running hot	81	63.77
Running cold	29	22.84
No running (well)	<u>17</u>	<u>13.39</u>
TOTAL	127	100%

4. Bathtub or Shower:

Only 125 residents replied to this question. Of these, 70 reported that they had a bathtub or a shower on the premises, 55 were without those facilities.

APPENDIX B - 1

Social Survey Form:

Residence:

1. (a) How long has the household lived in this house? (apt.) _____

(b) Where did they live previously _____

Street

(Get street and closet cross
street if in your city, other-
wise just city and province)

Cross Street _____

(c) For how long? _____

2. Is this household satisfied with its present: Accommodation _____

Neighbourhood _____

3. In the event of a redevelopment project being undertaken in this
area, what would householder like to do? (rent, purchase, stay in
the area, move away, etc.)

Ownership:

(a) Does the owner live in the dwelling unit?

_____ Yes (owner occupied) Monthly Mortgage \$ _____ Taxes _____

_____ No (Tenant occupied) Monthly rent \$ _____

(b) (If tenant occupied) In addition to rent, do you pay the following?

NO YES If yes, average amount

Electricity \$ _____ per month

Fuel (wood,oil,coal) \$ _____ total for last year

Water \$ _____ per month

Gas \$ _____ per month

Household Facilities and Equipment:

1. Illumination:

(a) Does this unit have electric lighting? Yes _____ No _____

(b) (If no) Fill in alternate source of illumination _____

2. Heat:

(a) This dwelling unit is heated by: Furnace _____

Space Heater _____

Stove _____

Other _____

(b) Fuel used: Coal _____ Natural Gas _____

Wood _____ Other _____

Oil _____

3. Kitchen:

(a) The kitchen in the dwelling unit is private _____

shared _____

(b) The kitchen has running water. Yes _____ No _____

(c) The kitchen has a continuous supply of hot water. Yes _____ No _____

(d) There is piped running water outside this dwelling unit but
in the structure.

Yes _____ No _____

(e) There is water outside structure but on premises.

Yes _____ No _____

4. Toilet:

- (a) The toilet for dwelling unit is private _____
shared _____
no toilet _____
- (b) If toilet shared, where is it located? Inside structure _____
Outside structure _____
- (c) How many people, other than immediate household use toilet facilities:

- (d) What type of toilet is it: Flush toilet _____
Chemical toilet _____
Outhouse _____
Other _____

5. Installed Bath-tubs, Shower, Wash-basin:

- (a) There is a bath or shower for the use of this dwelling unit.
Yes _____ No _____
- (b) There is a bath or shower for this unit's exclusive use inside this dwelling unit.
Yes _____ No _____
- (c) The bath or shower is shared with other units inside this structure.
Yes _____ No _____
- (d) No bath or shower in this dwelling unit _____
- (e) Face bowl or sink only _____
- (f) No washing facilities _____

6. Reason for moving to this neighbourhood? _____

7. General attitude towards Conservation-Rehabilitation Program:

_____ Favourable _____ Unfavourable

APPENDIX B - 2

1. Population Characteristics:

# Persons per Unit	# Units	%
Unoccupied		
1 person per unit	7	3.25
2 persons per unit	4	1.86
3 persons per unit	23	10.69
4 persons per unit	30	13.96
5 persons per unit	38	17.68
6 persons per unit	31	14.41
7 persons per unit	15	6.97
8 persons per unit	13	6.04
9 persons per unit	5	2.32
10 persons per unit	5	2.32
11 persons per unit	6	2.79
12 persons per unit	1	.46
13 persons per unit	0	.00
14 persons per unit	1	.46
No information	10	

The average number of persons per unit was 4.9 and the average family size was 5.1.

2. The ethnic origins of the population are shown in the following table:

<u>Ethnic Origins (Household Head)</u>	<u>Number</u>
French Canadian - 148	69.48
Polish - 29	13.61
Ukrainian - 11	5.17
Italian - 3	1.40
Finnish - 1	.46
Anglo Saxon - <u>19</u>	<u>8.92</u>
213	100.00%
# Unoccupied 7	
No information <u>5</u>	
Total units 225	

3. The following table shows the occupation of the household head; of the 225 households in the area, we have employment information on 214.

<u>Occupation Household Head</u>	<u>Number</u>	<u>Percentage</u>
Mill Workers - skilled	24	11.21
- unskilled	108	50.46
Non-Mill Workers - skilled	3	1.40
- unskilled	13	6.07
Service Industry Workers	11	5.14
Self-employed	17	7.95
Unemployed	6	2.81
Welfare	8	3.73
Pensioners	<u>24</u>	<u>11.21</u>
	214	

4. The following table shows the household income for those residents who applied for loans to rehabilitate their homes (67). This information does not include pensioners or those on welfare in the area, nor does it account for those who were able to finance rehabilitation from private savings. The project manager at the time had personal information on all the residents, the breakdown of which is not available now. On the basis of this more complete data, he arrived at an average income figure of \$5,500.00

Household Income of those applying for loans	<u>Number</u>
\$ 0 - 2,000	1
2,000 - 2,999	0
3,000 - 3,999	0
4,000 - 4,999	8
5,000 - 5,999	13
6,000 - 6,999	17
7,000 - 7,999	9
8,000 - 8,999	8
9,000 - 9,999	5
10,000 - 10,999	5
11,000 - 11,999	<u>1</u>
	67

5. The following table shows the available information on the length of tenure of Brunetville "homeowners"¹ and tenants:

<u>Number of Years</u>	<u>Total</u>	<u>%</u>	<u>"Owner"</u>	<u>%</u>	<u>Tenant</u>	<u>%</u>
Under 1 year	17	13.17	2	2.22	15	42.85
1 - 2 years	12	9.30	4	4.44	8	22.85
3 - 4 "	18	13.95	11	12.22	6	17.14
5 - 9 "	33	25.58	27	30.00	4	11.42
10 - 14 Years	23	17.82	20	22.22	2	5.71
15 - 19 "	19	14.72	19	21.11	0	0
20 - 29 "	5	3.88	5	5.56	0	0
30 years or more	2	1.56	2	2.22	0	0
TOTAL RECORDING	129	100.00	90	100.00	35	100.00

Average tenure for all - 8.3

Average Tenure for "Owners" - 10.6

Average Tenure for Tenants - 2.7

¹ See footnote p.28.

APPENDIX B - 3

Social Survey Results:

The response to the social survey was quite low and somewhat disappointing. The project staff felt, however, that as they knew each family personally, it would be preferable not to press for answers to the form questions when doing so might impair their rapport with the residents. Although percentage figures are given in some of the charts, they will not be very useful and the reader should note the actual total recorded in each case.

(1) number of "owners" 93
 number of tenants 38
 TOTAL RECORDING 131

(2) The following chart shows the reasons for moving to Brunetville (Question 6 on the Survey Form):

<u>Reasons for Choosing Brunetville</u>	<u>Number</u>	<u>Percentage</u>
Only lot/house available	29	27.10
Low cost	34	31.78
Only available at low cost	14	13.08
Employment there	9	8.41
Family ties	4	3.74
House - good quality	11	10.28
Bigger	3	2.80
Neighbourhood - i.e. liked area	2	1.87
Cost of living too high elsewhere	1	.93
TOTAL RECORDING	107	100.00

- (3) The following is the response to the question on previous place of residence before moving to Brunetville:

<u>Where</u>	<u>No.</u>	<u>Percentage</u>
Elsewhere in Brunetville	47	45.63
Kapuskasing	19	18.45
Val Albert/Val Rita	12	11.66
Other N. Ontario	17	16.51
Other S. Ontario	2	1.94
Quebec	2	1.94
Elsewhere	<u>4</u>	3.88
TOTAL RECORDING	103	

- (4) This chart shows the response to the question of whether residents were satisfied with their existing houses and neighbourhood:

(a)	<u>House</u>	<u># Satisfied</u>	<u>% Satisfied</u>	<u># Unsatisfied</u>	<u>% Unsatisfied</u>
	119 Total	93	78.15	26	21.84
	84 "Owners"	65	77.38	19	22.62
	32 Tenants	25	78.12	7	21.87

(b) Neighbourhood

	116 Total	103	88.79	13	11.21
	83 "Owners"	75	90.36	8	9.63
	30 Tenants	26	86.66	4	13.33

- (5) Residents were asked whether they would stay or move if a renewal program was initiated. The response was:

# Wanting to stay	104	93.69
# Wanting to move	<u>7</u>	<u>6.31</u>
TOTAL RECORDED	111	100.00%

- (6) General attitude towards conservation - rehabilitation program:

Favourable	93	92%
Unsure	6	6%
Unfavourable	<u>2</u>	<u>2%</u>
TOTAL RECORDED	106	100%



1963

BRUNETVILLE



1965

SERVICING COSTS FOR THE BRUNETVILLE PROJECTS

<u>Water Supply System</u>	<u>Final Cost</u>	<u>Date of Completion</u>
Supply lines	\$ 177,538	October 1967
Transmission main	531,733	October 1968
Water tank	135,866	October 1967
Wells and Treatment Plant	<u>548,629</u>	October 1968
	<u>\$1,393,766</u>	
<u>Internal Service</u>		
Water Distribution	\$ 203,516	March 1969
Storm Sewers	155,406	March 1969
Roads	497,059*	March 1969
Access Road	40,870	August 1968
Sanitary Sewers	<u>366,724</u>	March 1969
	<u>\$1,263,575</u>	
<u>Sewage Disposal</u>		
Lagoon	79,793	October 1968
Pumping Station	88,403	October 1968
Force Main	<u>58,475</u>	October 1968
	<u>\$ 226,671</u>	
Total Cost All Projects	<u>\$2,884,012</u>	

* Costs include paving which is to be done in late 1969 or early 1970.

APPENDIX "E"

APPENDIX E

Brunetville Improvement Program
Ontario Housing Corporation Brochure (text)

Introduction

The community of Brunetville was chosen for improvement because it was lacking essential services and home improvements were urgently required. The proposed improvements will create a district of pleasant homes on fully serviced lots which will form an integral part of the Town of Kapuskasing.

The services to be installed are improved roads, water, sewers and a sewage disposal plant.

The entire area will be laid out in accordance with an approved plan of subdivision. This will facilitate the installation of services; will make possible planned and orderly development of the community; and will clearly define the lot which you are purchasing.

By carrying out certain essential home improvements to meet the requirements of the Town of Kapuskasing, residents of Brunetville will have played their part in the overall improvement scheme. For those who require some form of financial assistance in order to carry out home improvements and where necessary to purchase their serviced lot, the Government of Ontario, through Ontario Housing Corporation has arranged for this assistance to be available.

It is hoped that the following questions and answers will be of assistance to you and will resolve many of the problems which may have been bothering you.

(1) When will municipal improvements be completed?

Work will begin immediately on the sewage disposal plant. Main water lines and trunk sewers will be started in the Spring of 1965. These services will be completed by the Fall of 1965 or the Spring of 1966.

(2) How much will it cost?

The cost of a serviced lot will range from \$1,450 to \$2,200 depending on the lot size.

(3) How do I pay for my serviced lot?

The serviced lot may be paid for in cash or by way of regular monthly payments.

(4) If necessary, how do I borrow the money to pay for the serviced lot?

Once an Agreement of Purchase and Sale has been approved by Ontario Housing Corporation, a loan can be sought by the resident from local banks or other approved lending institutions. In the event a loan cannot be arranged, an application should be submitted to the Ontario Housing Corporation.

(5) Under what terms will an Ontario Housing Corporation loan be made?

Loans will be made for periods of 10 to 15 years at an interest rate of 6% per annum; such loans to be repaid in monthly instalments.

(6) When do I obtain title to the lot?

If you are paying for your serviced lot on a monthly basis over a period of time, you will enter into an Agreement of Purchase and Sale with Ontario Housing Corporation. This is a registrable document which gives you undisputed right to the property provided your commitments are fulfilled. When your loan has been repaid in full you will receive the title deeds to the lot.

(7) What happens if my house has to be relocated to conform with the plan of subdivision?

Your house will be moved to a minimum standard foundation or to a foundation equivalent to that already in existence, whichever is better. This is done at no expense to the homeowner.

(8) When will this relocation take place?

As soon as possible but not until services have been installed. For an approximate date, please see the Project Manager.

(9) What do I have to do to improve my home?

Minimum standards have been determined by the Town of Kapuskasing. You may obtain a list of necessary improvements from the Project Manager.

(10) How can I pay for home improvements?

By cash or on the basis of regular monthly payments. Financing may be arranged in the same manner as outlined for the purchase of the serviced lot.

(11) What information must I provide in order to apply for a home improvement loan?

Application forms with complete details of the information required will be available from the Project Manager. He will advise you on the work to be carried out and will help you complete the necessary application forms.

(12) When can I commence my home improvements and arrange for my services to be connected?

Once the Agreement of Purchase and Sale has been approved by the Corporation and you have made the necessary financial arrangements, work can begin. The services cannot be connected until work on the trunk lines has been completed.

(13) By what date must home improvements be completed?

They must be completed by May 31st, 1966.

(14) Can I sell my house prior to the completion of my loan payments?

You may sell your house but the sale must have the prior approval of the Ontario Housing Corporation.

(15) What will the taxes be after the improvements are completed?

As a resident of Kapuskasing you will pay your taxes on the same basis as all other people in your community.

(16) What will happen if I cannot afford to buy the serviced lot or pay for improvements to my house?

Consideration will be given to special cases such as welfare recipients and senior citizens on an individual basis. If you are in this category, please discuss your problem with the Project Manager.

It is hoped that many of your questions have been answered in this booklet. Remember, however, that the Project Manager is there to advise you and will be pleased to answer your questions.

APPENDIX F

1970 Follow-Up Questionnaire

1. In 1958, were you in favour of annexation to Kapuskasing?

_____ Yes _____ No
_____ Not sure _____ Not in the area

2. (a) Before the project started, were you satisfied with conditions in your neighbourhood?

_____ Yes _____ No

- (b) Before the project started, were you satisfied with your house?

_____ Yes _____ No

3. What did you feel about the proposals to have you fix up your own house and pay for the lot, and the government provide water and sewer services?

_____ Favourable _____ Unfavourable _____ Unsure

Why? _____

4. (a) At the beginning of the project, was your house above or below the standards set by the governments?

_____ Above standard _____ Below standard

- (b) If you have done work to fix up your house, when did you begin?

_____ Month _____ Year

(c) Why did you begin then?

_____ Wanted to have title to land
_____ Money was available
_____ Neighbours were starting then
_____ Water and sewers (were available?)
_____ Other

5. (a) Did you go to any meetings held to teach about how to fix up your house?

_____ Yes _____ No

(b) If you did attend a meeting, was the information helpful?

_____ Yes _____ No

(c) Did the site office staff help you?

_____ Very much _____ Some _____ Little

6. (a) Did you have difficulty raising the money to fix up your house and obtain title?

_____ Yes _____ No

(b) Where did you obtain the money?

_____ Private savings _____ Private loans
_____ Public loans (i.e. O.H.C.)

(c) How much have you spent to rehabilitate your home and to pay for your land?

7. Has your opinion of the project changed since you first heard about it?

_____ More favourable _____ Less favourable
_____ Unchanged

8. Do you feel that conditions in your neighbourhood have improved?

_____ Very much _____ Some _____ Little

9. Have you done any extra work on your house that was not required for the project?

_____ Yes _____ No

If yes, could you say what _____

10. (a) Are you satisfied with the project so far?

_____ Yes _____ No

- (b) Is there anything in particular you feel still needs to be done?

- (c) Is there any part of the program that you think was either very good or very bad?

_____ Very good _____

_____ Very bad _____



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